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ABSTRACT

This document contains testimony, prepared statements, letters, and supplemental materials submitted during field hearings held one day in Lexington, Kentucky, and another day in Minneapolis, Minnesota, in February, 1978. Under consideration was a bill to extend for five years a number of programs authorized in the Education Amendments of 1974. During 1977 the subcommittee held 53 days of hearings in Washington, D.C., on all the major federal elementary and secondary education programs that expire in 1978. The two hearings outside Washington were held to hear the opinions of people involved on the state and local levels regarding how these programs are working, what problems are being experienced with them, and how they might be improved. The testimony of 30 individuals touched on diverse topics, with the majority favoring continued federal aid, but critical of the paper work and regulations involved. Persons speaking in Lexington stressed the importance of reading programs and instructional materials for the schools in Appalachia. (MLP)

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ED 169610

**PART 20: FIELD HEARINGS ON H.R. 15, A BILL TO
EXTEND THE ELEMENTARY AND SECONDARY EDU-
CATION ACT**

HEARINGS
BEFORE THE
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION
OF THE
COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES
NINETY-FIFTH CONGRESS

SECOND SESSION

ON

H.R. 15

TO EXTEND FOR FIVE YEARS CERTAIN ELEMENTARY,
SECONDARY, AND OTHER EDUCATION PROGRAMS

HEARINGS HELD IN LEXINGTON, KY., FEBRUARY 10,
AND MINNEAPOLIS, MINN., FEBRUARY 11, 1978

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

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PART 20: FIELD HEARINGS ON H.R. 15, A BILL TO EXTEND THE ELEMENTARY AND SECONDARY EDU- CATION ACT

FEBRUARY 10, 1978

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY,
SECONDARY, AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Lexington, Ky.

The subcommittee met at 7 a.m. in the Board of Trustees Room, Patterson Tower, University of Kentucky, Lexington, Ky., Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins and Quie.

Staff present: John F. Jennings, counsel; and Christopher T. Cross, minority staff director.

Chairman PERKINS. The committee will come to order. A quorum is present.

The Subcommittee on Elementary, Secondary, and Vocational Education is conducting field hearings this weekend in Lexington, Ky., and Minneapolis, Minn., on all the major Federal elementary and secondary education programs which expire this year. These programs total about \$5 billion in appropriations annually.

Last year the subcommittee held 53 days of hearings in Washington on these programs, receiving testimony from about 300 people. Today marks our first and probably our only opportunity to hold hearings outside Washington on these programs, so we are especially interested to hear the opinions of all you people involved on the State and local levels regarding how these programs are working, what problems you are experiencing with them, and how they might be improved.

After digesting all of the testimony from last year's hearings, we have a good idea of the tasks that lie before us when we begin to mark up legislation extending and amending these programs in the next few weeks.

I would like to summarize what I feel will be some of the most important concerns of the subcommittee during this process.

First, I hope we might find a way to simplify these programs as much as possible, while still retaining the assurances that the funds are being spent for the purposes and children for which they are intended. We realize that presently there are so many administrative requirements connected with education programs that they sometimes impede effective administration at the local level.

(1)

Second, we share your concerns about undue paperwork in Federal programs and are giving serious thought to ways we might eliminate or ease those requirements which are overly burdensome.

Third, we have heard evidence that because there is such a proliferation of Federal education programs, there may be some duplication, overlap, and lack of coordination among them. I hope that in the new legislation, we can better coordinate these programs into a cohesive, sensible body of aid for elementary and secondary education.

Finally, I feel we must continue to authorize increased funding for elementary and secondary education to help ease the financial burden States and local districts are facing. I would like to commend the Administration for thus far being so responsive to the funding needs of education. The President in his fiscal year 1979 budget is proposing an increase of \$664 million for title I of the Elementary and Secondary Education Act, and an overall increase of \$900 million for elementary and secondary education. I hope we can work together to see that this trend continues.

I am delighted to put in this appearance here today. First, because I am always happy to hear the views of the local superintendents, the school administrators, and the classroom teachers in my own State. And second, because my working relationship with Congressman Quie from Minnesota has been so outstanding over a period of years. The House Committee on Education and Labor and I always seek his approval, and if ever I am about to err anywhere along the line, he always calls it into clear channels. We have such a wonderful working relationship that it is sad to know that he will no longer be with the committee after this year, very much to my regret. He and I have run conferences late in the night on many occasions, and I feel some of the educational programs we have today would not exist but for those lengthy sessions.

And we are here today, attempting to try to improve these programs in every way possible and seeking your suggestions at the local level, and Mr. Quie does want to make a statement.

Mr. QUIE. Thank you. As we approach the reauthorization of expiring elementary and secondary education programs I look forward to the record which will come from this hearing. In trying to accomplish the reauthorization of ESEA, we have that as a guide to keep working at and addressing ourselves to make certain that we are on the right track.

You people in Kentucky are indeed fortunate to have a person like Chairman Perkins that has taken the time and done a lot as chairman for the committee. We have never had a better chairman, in that Chairman Perkins always puts the good of the students before everything else.

I am glad to be down here in Kentucky with you.

Chairman PERKINS. All right. We have scheduled as the first witness this morning Dr. Graham who is Superintendent of Public Instruction for the State of Kentucky. Do you want to come around and summarize your statement?

UNIDENTIFIED FROM THE FLOOR. Dr. Graham is going to come in later.

Chairman PERKINS. Thank you very much. Now we have a panel of Kentucky local school administrators, Ms. Louise Bedford, instructional media coordinator of the Montgomery County Public Schools; Dr. Douglas Cole, superintendent, Boyd County Public Schools; Mr. Morton Combs, superintendent, Knott County Public Schools, accompanied by Mrs. Bethel Ritchie—let me say that this is a little lady that I used to teach in the fourth or fifth grade, back there years ago, in 1931, 1932, into the spring of 1933.

I started in the school again in 1933 at \$59 a month, and I decided I had better go somewhere else. And Mr. Edward Madden and Mr. Simeon Fieldis. We will try and hear that panel right now. All right. We will get you set up in just a minute.

[Whereupon, an off the record discussion was had while the panel was assembled.]

Chairman PERKINS. Ms. Bedford, we are going to start off with you. The library title is still in ESEA, and I think you may want to kindly concentrate on that. We fared a little better than we did in the higher education library program, and some of that money, in my judgment, will be put back in by the Congressmen.

All right, Ms. Bedford.

STATEMENT OF LOUISE C. BEDFORD, INSTRUCTIONAL MEDIA COORDINATOR, MONTGOMERY COUNTY SCHOOL SYSTEM OF KENTUCKY

MS. BEDFORD. Mr. Chairman, I might say at the very beginning that I am delighted that library services are still in ESEA, and we hope that they are going to stay there right on through.

I am delighted to be here this morning to testify before this subcommittee, and I certainly would like to place a remark in the record that we greatly cherish and esteem our Congressman. I deem that it is a high honor to be in his district. We know fully well, and better I think probably than anybody else, his great concern for boys and girls, and this is a source of great pride and great pleasure to us.

I had the privilege of testifying before the committee in Washington last July. Many of the things that I would say would simply be repeating testimony that I gave there. I have prepared my formal statement, which I will give—

Chairman PERKINS. Insert it in the record without objection at length.

[The statement of Ms. Bedford follows:]

STATEMENT OF LOUISE C. BEDFORD, INSTRUCTIONAL MEDIA COORDINATOR, MONTGOMERY COUNTY SCHOOL SYSTEM, MOUNT STERLING, KY.

My name is Louise C. Bedford. I am the Instructional Media Coordinator for the Montgomery County School System which has its central offices in Mt. Sterling, Kentucky. I am responsible for the development of school media services within the district. I am completing my 32nd year in the school media field. I am a past president of the Kentucky School Media Association, presently, serve on the Executive Board of the Kentucky Library Association, and serve as Kentucky's representative on the Executive Board of the Southeastern Library Association. I am also a member of the American Library Association and the American Association of School Librarians.

I would like to speak in support of legislation to extend the Elementary and Secondary Education Act. As a member of all of the above mentioned organizations I would like to state special support for the section IV B which plays such an important part in providing instructional materials to teachers and students. I might add that in most cases they are the bonus materials that school media centers cannot hope to buy from local appropriations. They are extra enrichment.

As media people everywhere can testify and, certainly, it is true in Kentucky, the greatest gains and progress in building collections of materials in school media centers began in 1966 with Title II. Progress has continued through the changeover to the IV B consolidated program and, if worthwhile gains are to be made in the future, federal aid must continue.

In the Commonwealth of Kentucky our State Department of Education has adopted a minimum standard for school media services of local appropriation of \$4.00 per child, of which \$2.50 is for print material and \$1.50 for non-print material. For anyone who has knowledge of the rising costs of media materials, it is easy to realize that this is a very minimum standard indeed and that no school collection is going to be strengthened to the degree necessary to provide as rich and full educational opportunities to our students and teachers as is necessary for a well-rounded education.

In Kentucky, we have several instances of school systems that do not meet the minimum standard. In these systems, particularly, and in most other Kentucky systems the federal funds mean the difference between cultural and intellectual starvation or cultural and intellectual advancement. I would like to point out that every dollar of federal funds that goes to school media centers provides instructional materials where they are visible and easily accessible to both students and faculty. These materials give visible and vital support to every phase of the school's instructional program. They do have a tremendous input into the learning experiences of our youth.

One of the most tangible benefits of federal aid, not only in media, but in all phases of ESEA is its ability to help partially overcome the disparity in educational opportunities. This disparity exists not only from state to state but within each state from county to county. No boy or girl living within the United States today should have to pay a penalty because of the region, state, or county into which they are born. Lack of sufficient educational opportunity is the heaviest penalty of all.

In my many years of work in the media field, I have observed the growth of emphasis that is now being placed on the poor reading ability of our students, and rightly so. I have been delighted with the increased number of remedial reading classes and the training and hiring of remedial teachers. However, I am somewhat puzzled by the fact that not nearly enough emphasis is placed on the fact that reading is a basic skill and that, in order for efficiency to be maintained, as with any other basic skill, it must be exercised often. We place our students in remedial reading programs that, in most cases, will improve their reading efficiency. However, once these students leave the teacher and the reading lab, the skill will rust and regress if it is not used. This is the challenge that a school media center can fill better than any other agency, including public libraries. There are two reasons for this; (1) Students are more or less a captive audience for school media librarians (2) in many localities public library facilities are not available. May I add that school media centers can meet this challenge only if they have collections that are varied and keyed to meet ability levels of all their students.

I wish to emphasize that, contrary to what many people outside the media field believe, the only function of school media centers is *not* reference and research. This makes up approximately 50% of our service and efforts. The other 50% is to furnish materials for recreational reading and viewing that will enhance the cultural and intellectual growth of the student. We are competing with television and many other pressures of our present society. The only way we can meet this challenge is to have a widely varied collection of materials that not only meet reference and research needs, but that motivate students to read for enjoyment. The student so motivated during grades K-12 will be very apt to be a prolific public library user and reader in the later years of life. Informed citizens are necessary to maintain the strength of our nation.

We have come a long way in school media services and holdings since the helping hand of Title II began in 1966. We have far to go before the job is done. May I remind you of these figures found in *The National Inventory of Library Needs* published by NCLIS in March of 1977. The minimum "indicated need" in school library/media centers shows aggregate shortages of 526 million volume equivalents of print material and 942 million items of audiovisual materials. For instance, in 1974 public school libraries/media centers acquired 40 million volumes of print materials and 11.2 million items of non-print materials. Acquisition indicators were 69 million and 94 million, respectively. Local funds alone will never be able to meet the present needs.

In previous testimony on July 27, 1977, I indicated to this Committee certain concerns that I felt as to future operation of IV-B. I am again urging the following:

1. Take local salaries for guidance and counseling out of the basic pass-through program.

2. A separate authorization for state leadership for all program purposes with the authorization being divided 50% for guidance and counseling leadership and 50% for library/media leadership.

3. Maintenance of effort provision so that federal funds do not supplant local support of education. This maintenance of effort should be required at local levels and not at the state level.

4. Strong eligibility criteria for purchase of items with the criteria being well enforced.

5. Ample library/media representation on state advisory councils.

6. The trigger mechanism should be maintained.

Mr. Chairman and members of the subcommittee, I think you for the opportunity of speaking in behalf of continuance of ESEA.

Ms. BEDFORD. Right. So I am going to talk very little. You have a lot of people here this morning that need to talk. I am not going to say a lot of things. One or two points I would like to emphasize.

I was thinking the other day as I was getting this statement ready for the committee that asking us if we want ESEA, in strengthening the program and carrying it on, is a little bit like asking us if we would like for the sun to come up every morning. I think sometimes that possibly you gentlemen in Washington really cannot realize the difference in a school system that some Federal funding helps us to do, with the things that it helps us to do.

I serve as the instructional media coordinator in the Montgomery County School System, and I am finishing this year 32 years of work in the public school field.

Going back to 1966 when we started out in the library a media program with title II, it has been a tremendous pleasure for me to see the growth of facilities and materials that we have had in the State of Kentucky due to the little extra help that we get from Federal funding. It means everything in the world. It is a little bit like eating the peanut butter, or eating the piece of bread plain or having a peanut butter sandwich with a little jelly on it.

We have seen some tremendous growth here in this State, and in most school systems it has represented instructional materials that a school system would just simply not have had otherwise. So saying would we like to have an extension or do we need Federal funding out in local school systems, I think is a foregone conclusion that we do.

I am particularly interested in my line of work, of course, in title IV-B. We—I make no secret of the fact that I like title II and categorically better. I have never made any secret about it. But if we cannot have title II, certainly we want title IV-B. And if it is necessary on the local level for us to get into the marketplace and

bid in order to get support for our media program, we are willing to do that.

A good media program in any district should be able to stand on its own two feet and prove conclusively that they are entitled to some of the funds under title IV-B. So we are more than willing to do this in order to get the support that we need.

When I testified the last time, there were two or three things—well, I think really about four things that I suggested that I felt might strengthen IV-B, and I have repeated those in this testimony today. And for the committee this morning I would like to mention those again.

First of all, I think that it would be good if we would take the local salaries for guidance and counseling out of the basic pass-through program.

Second, I think there should be a separate authorization for State leadership for all program purposes, and with that authorization being divided 50 percent for school media services and 50 percent for guidance and counseling.

I think that there should be a maintenance of effort provision within this law so that there is no attempt for Federal funds to supplant local funds as well. I think many times, if we are going to have this icing on the cake, which in a way we can think of Federal funds in that way, I think that certainly it should go only to local districts that are trying to do some part in this as well.

I think that the strong eligibility criteria—and most media people in the field will tell you we feel very strongly about that, and not only that those criteria are built into the law but that they are enforced by the State departments of education.

We are asking again for more ample representation of media library people on the State advisory councils, and certainly we are in favor of the so-called trigger mechanism.

I think one other point that I would like to emphasize is this: The IV-B media library provision is the means of placing some good instructional materials before boys and girls in all phases of the instructional program of a school, and I think it is important for us to remember that at all times. This is a program that affects the learning program or the instructional program of every child in the school, whether he is on the remedial level, the special ed level, the very highly advanced level, the ordinary student, or whatever you want to think.

It is the one program, really, I think that can truthfully say that. Starting back with title II days up to the present time, I feel that the money that has been expended from Washington on media and instructional facilities has been probably the best bargain that you gentlemen have ever received for your money. I am going to tell you why I say that.

Back when it was title II, all materials were bought. They were earmarked. They went directly into the school library for the good of boys and girls. The school librarians, if you want to think of them in the old-fashioned term, were there and on salary that they were being paid by their school district. But they went ahead. They did the buying, the processing, the cataloging, getting the materials out on the shelf and ready for children. You did not have to spend money for that to be done.

The money went directly into materials, and then from there it went directly to children. And this, I think, makes it a good bargain.

Any of the IV-B money that the school media people can receive will be handled and, of course, goes in the same way. And it goes directly into the lifeline of feeding children intellectually. And that I think is a very important thing.

Now that is really all that I am going to say in the way of a statement. Do you gentlemen have any questions you would like to ask?

Chairman PERKINS. We have several questions. Let me compliment you, Ms. Bedford, for being an outstanding witness. But I think we had better go ahead with the panel. And just keep your seat.

Ms. BEDFORD. All right.

Chairman PERKINS. And I would hope that all of the panel would just take these chairs. Just move up there, Morton, and all of you that are on the panel, and Douglas—Dr. Douglas Cole, and Bethel Ritchie, and Ed Madden, and Superintendent Fields. Just put them around the side. Do it like you would do up in Knott County if you were school superintendent, Superintendent Fields. You are going to take over in July.

And we will next hear from the next one that has been listed here alphabetically Dr. Douglas Cole, Superintendent of Boyd County Public Schools in Ashland. Is he here this morning?

UNIDENTIFIED FROM THE FLOOR. No.

Chairman PERKINS. All right. If he comes in, Sid, keep an eye out for him back there. I see Sid Meade from Vanceburg here. He was raised up there with us in Knott County, and then he went on and made a great ball referee for many years, basketball.

We will go to you then, Morton, our present school superintendent of Knott County, Ky. Go ahead, Morton Combs.

STATEMENT OF MORTON COMBS, SUPERINTENDENT, KNOTT COUNTY PUBLIC SCHOOLS OF KENTUCKY

Mr. COMBS. Representative Perkins, I want to say, as Mrs. Bedford, that we are certainly happy and proud to be with the committee this morning, and we really greatly appreciate the things that you have done for us in Knott County through title I.

There are things that we consider should be changed or amended that could help us. I think you have mentioned them, really, is to make it more simplified.

What we are doing, what we have done, and Mrs. Ritchie has been working with it for a long time, and I would like for her to discuss the program with you.

Chairman PERKINS. Go ahead, Bethel.

STATEMENT OF MRS. BETHEL RITCHIE, KNOTT COUNTY PUBLIC SCHOOLS OF KENTUCKY

Chairman PERKINS. What grade was it that I taught you?

Mrs. RITCHIE. I was just about to tell, because you really always give me the benefit there. I tell him every time that I am in a meeting where he is present, he tells my age. He really does. But he always gives me a little benefit. He tells them I am in the first, or third, or something. I was really in the seventh grade.

[Laughter from the audience.]

Mrs. RITCHIE. And if I do any good with this job today, we will give credit to Congressman Perkins. And if I don't—

[Laughter from the audience.]

Chairman PERKINS. Let me respond. That was the one large one-room school on Montgomery Street where we had the total enrollment of about 80 to 85 pupils. There were two teachers in the school, and most of the time we never pulled a curtain between us.

Mrs. RITCHIE. We didn't have one.

Chairman PERKINS. And Gardner Sloan taught the first three grades, and then I commenced the fourth through the eighth. So I had that experience, and it was a good experience for some of these ideas for Washington. Go ahead, Mrs. Ritchie.

Mrs. RITCHIE. I think that is why Congressman Perkins knows so well what it is like out there in the rural community. And I must say that he did a splendid job then, and I have to say that he has certainly inspired me and I certainly do give him credit, and much credit for what I have attempted to do with my life. And I think it is an honor that I am asked to do this. I will tell you why I think so a little bit later, why they asked me to do it.

You have a copy there. We have prepared—tried to prepare something as brief as we could, because we realize that you people have the volumes already at your fingertips, and try to say a few things in here just to point out some things that you might be concerned with in considering as to whether or not title I is a value and whether or not we should continue it.

I am not going to read this to you because, as I said, you can read that.

[The statement referred to follows:]

KNOTT COUNTY SCHOOL SYSTEM
HINDMAN, KENTUCKY
FEBRUARY 10, 1978

TITLE I, ELEMENTARY AND SECONDARY EDUCATION ACT

SUPERINTENDENT: MORTON COMBS

TITLE I COORDINATOR: EDWARD MADDEN

TITLE I SUPERVISOR: BETHEL C. RITCHIE

KNOTT COUNTY

TOTAL ENROLLMENT K - 12	-	4,269
PROFESSIONAL STAFF	-	219
TITLE I ENROLLMENT	-	2,192
TITLE I PROFESSIONAL STAFF	-	31
TITLE I NON-PROFESSIONAL STAFF	-	11

COMPONENTS:

READING
READINESS
COMMUNITY SERVICES

BUDGET:	TOTAL BUDGET	-	\$448,159.83
	INSTRUCTION	-	344,808.28
	COMMUNITY SERVICES	-	26,259.64
	EYE GLASSES ONLY)	-	2,208.50

POLICY ADVISORY COUNCIL

There is a parent advisory council in each school community. Each council is made up of a two thirds majority of Title I parents. The chairmen of the school community councils make up the county council.

KNOTT COUNTY
SUPPLEMENTAL READING PROGRAM
1976-77

OBJECTIVES:

Long Range:

- To remove the barriers to learning and bring the child's achievement closer to his actual ability.
- To make it possible for the child to experience success.
- To help the child gain self-confidence.
- To develop creativity within the child.
- To develop an acceptable self-concept.
- To develop preventative teaching with total school staffs (emphasis on early detection and possible elimination of so much need for supplemental reading instruction).

Immediate:

- To reduce the tension connected with reading by removing pressure to stay with a group or to try to read material too difficult.
- To change the child's attitude toward himself (help to regain self-confidence).
- To help develop the proper attitude toward authority (school and parents).
- To build interest in reading.
- To develop the reading habit.
- To help the child discover that reading can be a pleasure.
- To remove possible physical handicaps.
 - Audio check and correction
 - Visual check and correction
- To correct social, emotional, and behavioral problems.
 - Conferences with parents
 - Psychological services

COMPONENT-READING

SPECIFIC OBJECTIVE

The participating students, one thousand one hundred ninety-two in grades one through twelve, should make a gain of seven months during the 1976-77 school year.

ORGANIZATION

Comprehensive Test of Basic Skills is given to the total student body, grades one through eleven, in April of each year.

We do a needs assessment with the tabulated CTBS scores during the summer for the forth coming year.

Scores are tabulated for reading, math and language arts.

CTBS scores indicate our greatest need is in the field of reading.

Students scoring more than one year below grade level in reading are eligible for participation in the Title I, ESEA Reading classes. (Present and former teachers are consulted).

Teachers are placed in schools and grades indicating the greatest need.

Children, no more than fifteen per group, are removed from regular classrooms into a clinical type situation for an average of forty-five minutes per day, five days per week. (They do not miss reading or math in regular classroom.)

EVALUATION1972-73 school year

The needs assessment indicated that fifty percent of the total enrollment of students in grades one through eight were reading more than one year below grade level.

1976-77 school year

The needs assessment indicated that forty four percent of the total enrollment of students in grades one through eight were reading more than one year below grade level.

SEE EXHIBITS A AND B

IN SERVICE TRAINING

Professional staff has two days at State Convention and four days within the school system.

PROJECTED FOR SCHOOL YEAR 1972-73

EVALUATION REPORT
READING
SCHOOL YEAR 1972-73
ALL SCHOOLS

GRADE	1	2	3	4	5	6	7	8	GRADE TOTAL
ENROLLMENT	433	421	361	388	324	379	348	355	3034
NUMBER GRADE 1 NOT ON ABOVE	No. 76	76	49	50	72	87	73	88	550
	18%	18%	14%	13%	22%	23%	21%	25%	18%
ADVANCED TO 2 YR. BELOW GRADE LEVEL	No. 135	207	221	32	85	55	45	34	966
	31%	49%	33%	8%	23%	17%	13%	10%	32%
REMOVED FROM GRADE 1 YR. BELOW GRADE LEVEL	No. 34	138	191	220	217	244	230	253	1519
	8%	33%	53%	56%	58%	65%	66%	71%	50%

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KNOW COUNTY SCHOOLS

STATEMENT OF ACHIEVEMENT IN READING FOR GRADE
REPORT WHICH SHOULD BE FURNISHED WITH THE REPORT

ALL DATA FURNISHED SUBJECT TO

DATE: Y

DATE: 1972

100 19

EM. 1.1.1

EVALUATION REPORT
 GRADE 3
 SCHOOL YEAR 1976-77
 ALL SCHOOLS

PROJECTED 1st GRADE - 450

		2	3	4	5	6	7	8	9	GRAND TOTAL
READING GRADE LEVEL OR ABOVE		129	120	182	158	180	171	196	127	2381
READING GRADE LEVEL OR ABOVE	No.	255	140	147	141	123	127	111	89	1131
	%	60%	41%	37%	40%	32%	34%	28%	27%	38%
READING TO 1 YR. BELOW GRADE LEVEL	No.	108	108	82	59	61	49	41	33	541
	%	25%	32%	22%	16%	16%	13%	10%	10%	18%
READING MORE THAN 1 YR. BELOW GRADE LEVEL	No.	66	90	157	156	196	197	244	205	1311
	%	15%	27%	41%	44%	52%	53%	62%	63%	44%

KNOTT COUNTY SCHOOLS
 ASSESSMENT OF ACHIEVEMENT ON CTBS TEST
 FOR PUBLIC SCHOOL PUPILS

THIS ACHIEVEMENT TEST
 WAS
 ADMINISTERED

COMPONENT-READINESS

SPECIFIC OBJECTIVE

The participating students, one hundred forty-five in grade one, make a gain of twenty-five percentile during the school year 1976-77.

ORGANIZATION

Eligibility for readiness is determined by the Boehm Test of Basic Concepts. Those students ranking ten percentile less are placed with a Readiness teacher for a period of two and one half hours per day, five days per week.

EVALUATION

Sixty-three of the one hundred forty-five participating readiness students made a gain of twenty-five percentile. The average gain was twenty-eight percentile.

EVALUATION

Seven hundred and one of the one thousand one hundred ninety-two students met the objective of a seven months gain for 1976-77.

The average gain for all participating students was eight months.

SUPPLEMENTAL-COMMUNITY SERVICES

OBJECTIVES

To do diagnostic health screening, to maintain health records, minister to health needs and to make referrals to other agencies when there is a need.

ORGANIZATION

Two nurses and two nurse aides, working with local agencies in:

Screening of total school enrollment.

Keeping health records on all students grades 1-12.

Total staff working as a team on some phases of program (such as immunizations) but otherwise assigned to certain areas of the county.

Visiting homes is an essential part of the program.

Making referrals as needed

EVALUATION

Seven teacher aides employed.

Two hundred and twenty-six pairs of eye glasses purchased out of three hundred examinations.

Two nurse's aides employed to work with nurses.

Two school nurses employed.

A health record kept for each student.

Every student in the school system screened.

SEE EXHIBIT C

1 Copy - Supt.'s Office
1 Copy - Dept. of Education
1 Copy - Personal File

EXHIBIT C

ESE 17

COMMONWEALTH OF KENTUCKY
DEPARTMENT OF EDUCATION
Bureau of Pupil Personnel Services
Division of Pupil Personnel Attendance and Accounting

SCHOOL HEALTH COORDINATOR'S ANNUAL ACTIVITY REPORT

Year Ending June 30, 1977

Knott County

Name of District

District Number

06029

I. Areas of Health Services

<u>2</u>	Number of Secondary Schools Served	875 Hemoglobins and Urinalysis
<u>1</u>	Number of Junior High Schools Served	32 Hemoglobin and Urinalysis
<u>14</u>	Number of Elementary Schools Served	Referrals
<u>467</u>	Number of Children Receiving Medical Examinations	201 Other Referrals
<u>2,921</u>	Number of Children Receiving Vision Screening	1,024 T.B. Skin Testing for
<u>429</u>	Number of Completed Visual Referrals and Follow-ups	76-77 school year
<u>1,918</u>	Number of Children Receiving Hearing Screening	Pre-school screening for 13
<u>177</u>	Number of Completed Hearing Referrals and Follow-ups	elementary schools
<u>2,921</u>	Number of Children Receiving Dental Screening	2,862 Heights and Weights
<u>2,359</u>	Number of Completed Immunization Series and Updated Immunizations	
<u>11</u>	Number of Professional Meetings Attended	
<u>7</u>	Number of Talks and Demonstrations Made	
<u>14</u>	Number of Agencies Contacted	
<u>18</u>	Number of Other School Involvements	
<u>1,394</u>	Number of Dental Referrals and Follow-ups	

II. School Employee's Medical Examinations

Did the following meet the requirements of Code 48.011? (Yes or No)

Yes Teachers Yes Bus Drivers Yes Custodians, Cafeteria Workers, and Other School Employees

III. What provisions have been made for pupil health records? Be specific.

Each student has a health record on file at their respective school.

All screenings, injuries, and illnesses that have occurred during school hours are recorded on their health record.

SUGGESTIONS FOR IMPROVING TITLE I PROGRAM

Recommendations for Program Improvement

1. Establish Music, Art, Health and Physical Education Coordinators for purposes of working with basic classroom teachers', in developing programs in these areas and correlating to foster positive self concepts and attitudes toward academic instruction.
2. Provide more flexibility for construction of facilities to expand and improve the program.
3. Coordination of fiscal years between basic school and Title I programs.

Mrs. RITCHIE. I am going to point out just a few things. We are in Knott County, and you know where that is located, in the heart of Appalachia. We have an enrollment of over 4,000 children with 219 professional staff. And out of that 4,269, we have—this is as of 1976—77, we had 1,192 enrolled in title I programs, or classes. We had a staff that year of 31 professional people and 11 nonprofessional.

Our components last year and this year consists of reading and readiness, and that should be plus, not a component there, the community services or supportive services to the ready and readiness. And, of course, this was determined by our needs assessment that it would be reading. And the supportive services being helped in our situation.

*You have our budget listed there. I hope that is accurate. Of course, we do have our parent advisory council, and if you have a question on that we can certainly tell you how we arrived at that.

I am going to skip the next page and come back to it a little bit later.

Our specific objective for the reading component for 1976—77 of the 1,192 students in grades 1 through 12 was that we should make an average gain of 7 months in reading, an overall average.

The tests we used there were comprehensive tests of basic skills, and we give that each year in April. We determine our needs from these test scores for the total student body.

And, of course, this indicated in our need assessments that we should go into the field of reading. Students who scored more than 1 year below grade level in reading were placed, insofar as we had staff and space available and so on, in the title I reading classes. Of course, the present and former teachers are always consulted in every situation.

They were placed in the schools and the grades indicating the greatest need. So we take out the children in groups of no more than 15 at a time and take them into a separate classroom in a clinical type situation with a teacher and give specific instruction as determined by classroom teacher recommendation as well as diagnostic tests.

A little evaluation should have been said there, of the statement on that, of the 1,192 students there, to say whether or not we met our objective for 1976—77, of that number, 701 children did do the 7-month gain. They did make a 7-month gain.

Our overall average was 8 months gained. That was for the total 1,192. We did better than our objective, and this was a bad year for us. And we wouldn't want to go into a reason why. I think you already know that we have had years that we have done better than this.

There was one thing I would like to point out here, and there is exhibits A and B, not too plain, but I thought it was of significance that when we first started keeping these tables in the 1972—73 school year, when we were doing the needs assessment, that 50 percent of our total student body in grades 1 through 8 were reading more than 1 year below grade level. That was in 1972—73, or in April 1973.

In the 1976—77 school year, which would have been in April 1977, 44 percent of our total enrollment of grades 1 through 8 were reading more than 1 year below grade level.

And as I mentioned earlier, this is the group we choose our title I children from, or we take our title I children from—not really choose them.

I think that this is of significance, and that is why it is included in this. Exhibits A and B there shows this. One of—this is pictures made of this, and one of them—one of the charts, exhibit B, got—the children were promoted. We were projecting for the next year, if you are a little confused on that. And this shows the 50 percent in 1973, and 44 percent in 1977.

In that length of time we had made a gain there of 6 percent, and I thought this was of significance to you gentlemen.

Of course, we do have our inservice training. We have a component in readiness, and we think we did right well with that this past year too. We had 145 children in the readiness program.

All the children in the first grade are given the Boehm test of basic concepts, and the children ranking 10 percentile or less are placed in the readiness program with the teacher in a separate classroom for $2\frac{1}{2}$ hours per day.

Now this doesn't necessarily mean in readiness, and neither does it mean in reading, that those children stay there all year. We leave them there until they indicate that they may be able to join the regular classroom. And then the teacher may pick up another child who is showing signs of falling behind, you would say. There might be just one concept that he needs some work with. He might stay in the passthrough for 1 week, this type of thing.

Sixty-three of the 145 children in readiness in 1976-77 met the objective, and our average was better than that, 28 percentile.

Mr. QUIE. Is that the average gain for the school, or the average gain for those 145?

Mrs. RITCHIE. For the 145. That was overall average gain, 28 percent. And our objective was 25.

In our supportive services, and I mentioned earlier that that is helped, and we have just listed a few things there. There is an exhibit C there that you could at a glance tell so much that has been done there for the children in the health program. You will note on the first page it is after the cover that we spent \$2,208.50 on sight conservation alone in that year. And the hearing and all of the many things that are basic and relevant to children being able to learn to read, or to learn hearing.

I might go back to the second page where there were listed objectives long range and immediate for the reading program, since this is where we have the bulk of our children in the component reading. I am not going to read all of those, but I wanted to point out a few things in that that makes us realize right straightaway that even though these tables are in here, and you have to have these to measure gain, you have to have something in black and white. There is so much more to title I than 7 months' gain or 8 months' gain, or a year and a half or 2 years, which some we had in high school and even in the elementary school made over 2 years gain. They would have to get this average, you see.

We had children who digressed too. We don't always get them there, you understand. Of course, you know that.

But we have done so much for so many, and then there is so much more than the months' gain in reading that title I does for children. There is so much more good.

We are dealing with children here who have not been experiencing success. They have been experiencing failure or they would not be placed in this situation. They have lost their self-confidence to a great extent, many of them have. Their self-concept is very low, and none of us are going to progress very far if we do not feel we can or if we do not feel that we are worthwhile or that someone respects us, or someone has faith in us, and this type thing.

They have been experiencing failure, and these children do not want to fail. I don't care what type of home they come from, or what their background is, or how passive their parents may be, they do not want to experience failure.

I can look back too, Congressman Perkins, to my years in the elementary school, and I think then is where it has more effect than any other time. That was my greatest fear all the way through elementary school that I was going to fail. I think—and I never did. I was just—well, maybe I had good teachers. Let's put it that way. But I was lucky, I suppose.

But this really bothered me, and it bothered all of the children. It was just common talk, you know, whether we were going to pass or not. This was our biggest ambition. I don't think we were concerned about whether we learned anything or not. We were concerned whether or not we were going to pass. And it does something to a child when he has to fail.

And what I am saying here is title I is grabbing the children down here and helping many of them to not have to experience this failure. Of course, a lot of them have already experienced it before we can pick them up. There is no way we can get them if they haven't and so on. But we are getting some of them down here in the beginning with this readiness and so on, who have not had a chance to experience that type of failure yet. And I think this is real important.

They become withdrawn if they experience this failure, and they are not able to achieve what they could do, you see. These children we are dealing with are educationally deprived. They live in the remote areas of—in the heart of Appalachia, as I mentioned earlier.

The one thing, many of the children have parents who are passive about the whole situation, and yet they don't want to fail, when it comes down to that. They may not understand all of it behind the scene, so to speak, but they don't want them to fail either. And they love their children.

I have been working with some parents of title I children in group situations in the school community, and have been working from the standpoint of helping them to understand the importance of attendance, that the child can't learn if he is not in school. Helping them to understand the importance of reading and having books in the home; helping them to understand the importance of buying some books, if they have some extra money, and reading to their children, and letting them know how important it is for them to read and read in the presence of the children and to want the children to read.

Also to help them understand the difficulty of the reading process. I think sometimes those of us who are good readers, we don't really understand how we ever learned to read in the first place. And we

have forgotten the difficulty of the reading process. And it is difficult. It is very difficult. It is the most difficult thing, I think, we have in the school to deal with. And I think even though we are catching up pretty close here with this 44 percent of our children to the math, in our needs of math in Knott County. And I say we need the math, certainly. But you give me a child who can read and I will be able to teach him the mechanics of math in a pretty short time, to his level, where he is supposed to be.

That is the way I feel about it. That is a personal tuck-in here.

I taught in the classroom, myself, in all the primary grades along the way, before the days of title I. And I know what it was like out there in these rural schools without title I.

These children that I am talking about, the type of child that I am talking about here that we are dealing with did not have a pencil or paper. Most of them did not have a pencil or paper, and I took—all the time I was teaching—a little money from my meager salary and helped see to it that they had pencil and paper. And you can't imagine, unless you were out there and dealt with it, what this means to the children, to have these materials and equipment to work with that title I furnishes.

Now I am going to tell you why I think Mr. Combs and Mr. Madden and Mr. Fields asked me to do this this morning. I wasn't because I know all the answers, because if you ask me any questions I am going to pass to them, because they are the ones who know the answers. But I think it was because that they knew that I am the one who was out there—am out there in the classrooms with the children, and I see what they are doing. I see how happy they are. I see their eyes sparkle when they come into title I reading classes. I see how they love it. I hear their expressions. I see the materials they are working with that I know they would not have to work with otherwise. I see them getting the special attention from the teachers that they would not be able to get in a regular classroom because that teacher has 35 children in there, or some such number. And these are the children who are lagging behind, and she has got to move on with the others who can go on. And they are the ones who get left sitting in the corner. I am sorry to say, so much of the time.

And now here with title I, they are getting the attention they need, and many of them just absolutely blossom out. I have seen it happen.

You asked us to tell you some things that would help us. We have written down some things in the back of this little presentation, but the way I feel about this, you people have done so much for Knott County, helped to bring about so much that has been done for Knott County, that whatever we would say would sound sort of feeble. It is there if you want to read it, and if you can do anything about it, I am sure you will.

But I would say thank you from the bottom of my heart, and I am sure I am saying this for the other fellows of Knott County for what you have done. I know you will do the best you can. And all I would ask of you is to give us some more time to carry on what we are doing. Thank you.

Chairman PERKINS. For your very good presentation, you will undoubtedly get that time. Ed, do you want to say something now, Mr. Madden?

Mr. MADDEN. Well, I think she has basically covered it, unless you have questions.

Chairman PERKINS. Are you still the principal over at—you have combined Kenny Creek now there at Central and Hindman, haven't you?

Mr. MADDEN. Yes, sir.

Mrs. RITCHIE. He is the coordinator.

Chairman PERKINS. He is the coordinator.

Mr. MADDEN. I am the coordinator for title I.

Chairman PERKINS. I see.

Mr. COMBS. She was telling you why we selected her, but she really didn't tell you why. We selected her because we knew that she would do a better job than we would.

Chairman PERKINS. All right. Your new superintendent, Dr. Fields, will succeed you after July 1. Is that correct, Morton?

Mr. COMBS. Right.

Chairman PERKINS. Go ahead and make us a brief summary of what you have on your mind, Dr. Fields, since you will be taking over.

STATEMENT OF SIMEON FIELDS, KNOTT COUNTY PUBLIC SCHOOLS OF KENTUCKY

Mr. FIELDS. Mr. Chairman—the chairman has promoted me. I have got an A.D.S. I wish that were a doctor.

Mr. Chairman, the thing that, as a new superintendent, you look at your total program, you wonder how you are going to continue to do the kind of job that your predecessor has done, and I look at our total budget of over \$4 million and I look at that title I budget, and I realize how much title I means to Knott County. And I am just keeping my fingers crossed that I will continue to have that support.

And I guess one of my major concerns is the mandated programs that keep coming along. They keep popping up, and you know, consumer ed, drugs and alcohol, special ed, career ed, and I have been working very closely in special ed since I have been in the office with Mr. Combs, and I see Public Law 94-142 as being something that is very, very difficult for local school boards to handle, to fund especially, to get the kind of people in that you need to run your program, and I see a very close correlation between the Title I program and the other title programs, particularly E.H.A. money that supports special ed.

I see that in many classes we have pupils enrolled in title I reading that we really are not sure whether they need to be there or down in the special ed resource room, or—the thing that I am getting at is assessment, evaluation, proper psychological testing, psychodiagnostic evaluation of the children, or do we have them where they need to be, how qualified are we to do this. It really boils down to the fact that we are not. Our local people are not qualified to really determine where these children need to be.

And I'm sure that our title I director and our State can work a lot of this into title I. I'm sure we can. But it's just something I wanted to express here, if it isn't in title I now, it ought to be. This testing is—

Chairman PERKINS. I know that Congressman Quie will be interested in putting some questions to you along that line.

Mr. FIELDS. OK.

Chairman PERKINS. First let me—I'm noticing your statement, Ms. Bedford.

Is that all you have to say, Dr.—I mean, Mr. Fields?

Mr. FIELDS. Yes, sir. That's all.

Chairman PERKINS. Ms. Bedford, as you know funds under title IV-B can be used by a local school district for three things; books, equipment, and hiring of guidance counselors.

Could you tell us why you are recommending the removing of hiring of guidance counselors from this program?

Ms. BEDFORD. Congressman Perkins, it is my feeling that the amount of money that the local school district receives under title IV-B, I would like to think that it would go for instruction materials, the things that the boys and girls would use.

Now I know, and I'm not downplaying the importance of guidance counselors and I want to make that very clear, but I think money under IV-B can better be used for instructional purposes and materials that are funneled directly for the use of students and faculty.

I might say here this morning I'm thrilled to death by my friend from Knott County, what she has said about reading and about the emphasis on reading. I say something in my statement there that I submitted to you about the importance of the remedial reading program. But I think sometimes that we lose sight of the fact, or I feel this anyway, you may send a child through the remedial reading course, they may be involved with a good remedial reading teacher, a good remedial reading lab, but reading is a basic skill.

After the child finishes that training and so forth and they come back out into the mainstream of the regular school program, if they do not exercise that skill of reading, what has been done in this remedial program is really going to be lost.

Now this is where I think the school media center plays such an important part. It has an opportunity there to furnish materials for all tastes and interests and that will help a child to want to go on reading and develop what I feel will be lifelong reading habits.

I think that the main thing that I feel about IV-B at the present time is, I used the words "in the marketplace". I think it is unfortunate in a way that we have to pit guidance and counseling, vocational education, and the school media services all into one place. They're all worthwhile programs.

But I do feel that salaries should come from the local level. I think the Federal funds, or the "icing on the cake" as I call them, will be better used in materials for boys and girls.

Chairman PERKINS. Thank you very much for that explanation.

Now, Mrs. Ritchie, I notice in your statement here you said Knott County is spending about 78 to 80 percent of its title I funds on instruction, and the remainder on community services and eyeglasses.

Are you under any State requirement to spend a certain percentage of title I funds on instruction, and what would you think of an amendment to title I to require 80 or 85 percent of title I funds to be utilized on basic skills?

Mrs. RITCHIE. Interject and answer that.

Mr. COMBS. Eighty to eighty-five?

Chairman PERKINS. Eighty to eighty-five percent on basic skills.

Mr. COMBS. Well, I think it should be. I'd lean to 85 percent on basic skills. But the physical education that we had at one time in title I, that's not a basic one as we call basic. We would like to have an opportunity to help out in that area. And I think we mentioned in the report here that—with a coordinator that would be trained and—

Chairman PERKINS. Well, if you understood my question, she stated 70 to 80 percent of your title I funds are spent on instruction, and the remainder on community services and eyeglasses.

Mr. QUIE. Would you permit me to—

Chairman PERKINS. Yes, I yield.

Mr. QUIE. The remainder isn't in community services. About 75 percent is for basic instruction. But looking at the amount in community services you've only got about seven percent, less than 10 percent. The rest must be administrative costs or something from what I looked at here after you figure it.

Mrs. RITCHIE. This was pulled down a bit just to try to brief it. Mr. Madden can—he is the one who takes care of that.

Chairman PERKINS. But would you, Mr. Superintendent, let me ask you singly, if you would recommend 80 or 85 percent on basic skills of title I funds? Or should we put that requirement in the law, or leave it flexible?

Mr. COMBS. I feel like the program should be flexible.

Chairman PERKINS. All right.

Mr. MADDEN. I do, too.

Mrs. RITCHIE. Yes.

Chairman PERKINS. Mr. Quie, any questions to the panel?

Mr. QUIE. Yes. First, Ms. Bedford, we have a requirement in the law, as you point out in your testimony, for maintenance of effort at the State level, but not at the local level. You point out that you would like to see the requirement of maintenance of effort on the local level.

We changed that because we felt that it might be a hardship for some poor schools. If the State wanted to not require the maintenance of effort in one school, of course, then, other schools that are more well-to-do would really have to be picking that up by their own effort. So here again is a flexibility on the State level in the administration of this program.

Could you elaborate a little more on the feeling that you have that we ought to require a maintenance of effort on the local level as well?

Ms. BEDFORD. Congressman Quie, I should say that possibly on the surface that seems a bit harsh and that is my personal belief and feeling. We have in the Commonwealth of Kentucky recently adopted for our State's minimum standard an expenditure of \$4 per child from local appropriations. At the present time we have school systems in the State of Kentucky that are not of course meeting this, and of course, they do receive IV-B funds.

These IV-B funds I might add, though, when they get out into the county are not always allotted for school media purposes you'll understand that. As a result, you have some places in the State where the spending on school media resources is very slim indeed.

Now I—the reason that I have this personal feeling about demanding this “get local effort”, rather than on the State level, I think that it could be used as a means of forcing local boards of education to expend a certain amount of money for school media facilities.

I also am a great believer that where possible there should be some local effort to match Federal funds. I’ve observed through the years that many times when you remove any requirements for local effort, it’s so easy for that local effort to disappear. And once it disappears it never comes back again.

Now my personal feeling is, that a community has a responsibility to carry on certain requirements for their children, as well as for the State Department or for Federal funding. Possibly my judgment is harsh. If it will be the means in some districts possibly of boys and girls not having any money spent on school media resources and all, this would be a harsh judgment.

But for my personal belief, I think that if local funding was required—

Chairman PERKINS. Let me say to the gentle lady that in the original bill we provided that no district would be entitled to funds if they did not make the effort that they had previously made. I mean, made in the previous year.

Ms. BEDFORD. Yes, sir.

Chairman PERKINS. We wrote that in the original legislation. And then we later changed it to the State requirement.

Ms. BEDFORD. It’s my honest opinion to you members of the subcommittee that some form of local effort should be required.

Mr. QUIE. We started getting pressure because some school districts couldn’t afford various things. But I think what you’re really saying, and see if this is correct, is that at least while they are paying for the education of the children, and there isn’t enough attention given to the media needs and it would help you treat reaching them.

Ms. BEDFORD. And I think it would help every boy and girl in the district.

Mr. QUIE. I have a little trouble with that myself. I recognize that we have to have special categorical aids for some programs, because there just doesn’t seem to be enough interest in it.

I still have trouble figuring out why the local school board, the local administrators, don’t have that interest. And what makes us more intelligent sitting there in Washington than you are at the local level? I’m sort of doing this as a little job to some of the administrators here to get their reaction from that.

[Laughter from the audience.]

Ms. BEDFORD. I suspect with some of the administrators it’s the old problem of dollars and cents, inflation and all the rest. They have their problems, too; I’m well aware of that.

Chairman PERKINS. Well, I really feel that we have made a mistake in relieving the local educational boards and local educational districts of that requirement on effort. We may put that back in this time; I’m not certain that we will. There is some opposition to it in the committee, but I think you raised a good point, Ms. Bedford.

Mr. QUIE. Let’s hear from the superintendents, old and new, and see what your reaction is to that. Do you want to get into the fray?

Chairman PERKINS From Mr. Combs?

Mr. COMBS. Well, I can see her point and I appreciate her point, but I would have to disagree with her point and go back to our own system. We have guidance counselors, we have two guidance counselors, and if we had to get by on local money we couldn't have but one.

And I feel like—in fact, we pay part of the guidance counselor out of title IV and part of it from local funds, then the rest of it goes for instruction purposes. But the person that we have in guidance counseling is such a wonderful person and means so much to our school system and does such a splendid job, that I think without her we could have—buying materials that we spend on her salary wouldn't do as much for our school system as the money we spend on her salary, and we just couldn't do it.

Now taking money from a local level, there is just so much money from a local level that can be taken. And we take it all. So without this program as it is, we would just have to delete some parts of our program.

Mr. QUIE. We're really on the same side of the argument. I always had the idea that we ought to put that 80 percent on basic education, while others like the flexibility. Basic education is kind of high in my priorities. If I was a librarian, I'd tell you media material would be high on my priority list, as well. That puts you and me in the same boat.

I listen to the flexibility arguments, because I think there is a lot of merit to them. I don't figure that's going to damage the legislation if I don't get my earmarking and you don't get yours. In either, I want to make sure at least we get the money coming out.

Let me ask you another question that comes in the testimony here and—at the end of it. The difficulty between the two fiscal years, could you tell us how that causes you difficulty?

I don't think we're fully aware in Congress, why that causes that much difficulty. Our fiscal year now begins on October 1.

Mr. COMBS. I think the coordinator brought that up, but when the program first started and we began to employ teachers if you remember, the program was not funded in April, or June, or July when we employed teachers. So we were not sure about employing teachers. If something should happen that the program was not funded, we would have some teachers employed and with no money. So that way it was moved to October and that would—it would have been funded.

Mr. QUIE. Let me interject. We went to forward funding.

Mr. COMBS. Yes.

Mr. QUIE. You seem to know about it.

Mr. COMBS. Yes. And then actually—

Mr. QUIE. Our move of the fiscal year had to do with our appropriation process out there to October 1, but go ahead.

Mr. COMBS. But really that's not a problem.

Mr. QUIE. It's really not serious?

Mr. MADDEN. It's not a serious problem; no.

Mr. COMBS. Yes.

Mr. QUIE. OK.

Chairman PERKINS. I would think the Office of Education when they testify would be able to tell us that they could announce the title I grants for next year. So that will—yes, that will remedy his problem.

Let me compliment all of you this morning—

Mr. QUIE. Could I ask one other question?

Chairman PERKINS. Yes; go ahead.

Mr. QUIE. Mrs. Ritchie, when you mentioned that you have to pull out students for 45 minutes per day and you said they don't miss reading or math from the regular classroom, what do they miss in that 45 minutes?

Mrs. RITCHIE. It depends on the schedule in the classroom. We just tell them that we do not want them to miss reading, because we—they wouldn't be in this reading class if they didn't need some extra reading. And as long as they don't miss reading or math, we'll let them get by with it.

Mr. QUIE. I see.

Mrs. RITCHIE. It can be social studies, but if they can't read, they can't do social studies anyway very well.

Mr. QUIE. Yes. OK.

Mrs. RITCHIE. We prefer social studies, and maybe that's fitful reaching, but anyway, that's the way we operate.

Mr. QUIE. About the money you spent on the health program here, which I think is very important, do you have the benefit of the early periodic screening money that's made available from the Federal Government under another program?

Chairman PERKINS. The welfare program under the Social Security Act he is referring to.

Mr. MADDEN. No, I don't think—

Chairman PERKINS. You do not get any benefits there?

Mr. MADDEN. No. Now we work in conjunction with the welfare agencies. Well, in eyeglasses, we would buy many more could we not work with the Lions Club and the welfare agencies.

Chairman PERKINS. Do the welfare people ever buy eyeglasses for your children and things of that nature?

Mr. MADDEN. Yes, they do. We first pursue that and the ones that they can't buy through the Lions Club or—

Chairman PERKINS. Are supplemented with title I?

Mr. MADDEN. Welfare agencies, we provide them by title I.

Mr. QUIE. OK. Your title I program runs one through eight, is that correct?

Mr. MADDEN. One through twelve.

Mr. COMBS. One through twelve.

Mrs. RITCHIE. One through twelve.

Mr. QUIE. One through twelve. How many schools in Knott County School System are title I target schools, and how many are not?

Mr. MADDEN. Well, they're all—

Mr. QUIE. Are they all?

Mrs. RITCHIE. They're all.

Mr. QUIE. They're all target schools?

Mr. COMBS. They're all target schools.

Mr. QUIE. That way you can address your program to the most seriously needed students then?

Mr. COMBS. Right. Correct.

Mr. QUIE. And you don't have any left out, because there are not any in another school?

Mr. COMBS. None of them are left out.

Mr. QUIE. Are you able to reach all of the students who are 1 year or more below grade level?

Mrs. RITCHIE. No.

Mr. COMBS. No, we're not.

Mr. QUIE. OK. How many and where do you do the cutoff? How do you determine who gets it and who doesn't then?

Mr. MADDEN. Well, our major problem this year has been, and it's true in past years, too, is finding the people, the teachers.

Mrs. RITCHIE. Space has been—

Chairman PERKINS. You mean finding the teachers—is that the problem?

Mr. MADDEN. That's been our major problem this year. Especially finding—

Mr. QUIE. Just finding qualified teachers?

Mr. MADDEN [continuing]. Qualified teachers from the ninth to the twelfth.

Mrs. RITCHIE. We could have, what is it, seven more—

Mr. MADDEN. We could have seven more. And we need seven more.

Mrs. RITCHIE [continuing]. Funded? And we're funded for seven more.

Mr. QUIE. You are?

Mrs. RITCHIE. Or we could have.

Chairman PERKINS. Well, do you have the money enough presently to do that job if you could get the teachers?

Mr. FIELDS. The speech therapist, for instance, we had one employed and the day before school started they weren't coming. We got a letter that they were going to school or take another job, and we couldn't find one. We need one in this program very much, but the teacher is not available.

Chairman PERKINS. What about your remedial, English and math teachers? Are you having problems with employing those teachers?

Mr. FIELDS. Now we do pretty well in that.

Mr. QUIE. What happens to your money, Superintendent, if you don't have teachers? If you have enough for seven more teachers, what happens to the money then?

Mrs. RITCHIE. Mr. Madden?

Mr. MADDEN. Well, we have just reworked the budget, which we're hoping next year we can carry over and use into math if we can find teachers there. We need to go into math as Mrs. Ritchie indicated, which we haven't been in.

Chairman PERKINS. The stress now is just on reading.

Mr. MADDEN. The stress now has been in reading, which is essential. More essential than—they have to read before they can do math.

Mrs. RITCHIE. Let me say one thing if I may, please, Mr. Madden. I think this year has been the biggest problem with having qualified teachers here that we could use. Isn't it this year? In the past part

of it has been, too, a lack of space. And with all respects to all your help that's been in construction and this type of thing, but we have been limited in space, too, in the past.

Now this year that isn't the case, because we don't have the qualified people. They could find a space in a place or so, couldn't we, if we had the teachers.

Mr. QUIE. When I look at your total budget, you have \$344,000 for instruction, and \$26,000 for community services. I guess the eyeglasses are part of the \$26,000?

Mrs. RITCHIE. Yes.

Mr. QUIE. Where is the remainder of that money? Is that what you haven't spent because you couldn't find the teachers?

Mr. MADDEN. Yes, some of it is. Now that has been true especially in the ninth to twelfth this year. The State does require that there be English majors in order to be a remedial English—a remedial reading teacher in ninth through twelve. That accounts for three teachers that we weren't able to put in the ninth through twelfth grades.

Mr. QUIE. OK. Back to the question again on how you determine who receives it and who doesn't. When you aren't reaching all of the students who are 1 year below grade level, do you then only help those who are 2 years below grade level? I realize you can't get 2 years below grade level in first grade. Do you take some kids who are up to 1 year below grade level, or do you help people above that?

Thirty-five percent of all the kids, and according to the NIE study in the nation are neither poor, nor underachievers, who are getting title I. That's what I'm really driving at.

Mrs. RITCHIE. Well, let me speak to that, if I may. I don't know that I'm going to say—if it's going to be absolutely accurate. This is to the best of our ability that we do this. We take the ones in the greatest need first. But for example if we have a teacher teaching, like she will be having students from third, fourth, and fifth grade, she'll be teaching all day, but she will be taking them out at different times.

And she has a group coming out of the third grade here, maybe there would be 10 in that room that would be reading more than 1 year below grade level, and if we couldn't work out in our schedule that we had 5 more, for example, that she can take up to 15, we, in that grade level or in another grade that could come out and work with this group, we may take one child who is reading up to a year below grade level. In some instances we do that.

You see how this would work out? Because you can't always have the exact number that you need who are more than 1 year behind, you see.

Mr. QUIE. OK.

Mrs. RITCHIE. Do you understand my answer?

Mr. QUIE. Yes, I understand.

Mrs. RITCHIE. But we do take the ones who need it the most first.

Mr. QUIE. And you don't regard yourself with the income of the parents of the children, you only do it on achievement and grade level?

Mrs. RITCHIE. Achievement.

Mr. QUIE. Is that correct, Mr. Fields?

Mr. FIELDS. Yes, Mr. Quie. This is where the special ed comes into it, too. Sometimes you look at the title I children that you've had for maybe 2 or 3 years and they're still behind. You just can't bring them up. And then you start looking and trying to diagnose them a little bit better. Trying to get that educational psychology into it, and you realize that they're not really a title I child. They should be an educable, or they have learning disabilities or something else.

This is where if you had the right kind of testing from the beginning, even preschool, you would know what that child—you would know where the IQ was. You would know what its abilities are. Possibly you would never put it in title I to begin with. It would start other than special ed if you had that ability. This is what I was saying earlier about the correlation between the two programs.

Mr. QUIE. Yes, I agree with you and I hope we can blend Public Law 94-142 and title I together so that you could help the student according to his or her needs, whether it's special education or compensatory education, without having to put him or her in a box—

Mr. FIELDS. Exactly.

Mr. QUIE [continuing]. Of figuring out what causes them to be there in the first place.

Mr. FIELDS. Yes, sir.

Mr. QUIE. Any help you can give us to make sure that blend comes through right, so you can have the most flexibility administering the program, I'd surely appreciate it. Thank you, Mr. Chairman.

Chairman PERKINS. I think it's wonderful that we've had this panel down here. We get more beneficial testimony in many instances from the classroom teachers in the field than we get in Washington. But I would like to ask one final question.

How do you allocate your title I funds among your schools? I mean according to numbers of poor children, or according to children's test scores?

Mr. MADDEN. Well, as far as the poor children, we have no problem there. They all would—all schools qualify with that.

Chairman PERKINS. All schools qualify. And therefore, you do not have to do any testing because they're all low income, the majority of them?

Mr. MADDEN. Well, we do the testing, but it's based on—

Mr. QUIE. They do the testing.

Chairman PERKINS. Oh, yeah, you do the testing, but it's based on help.

Mr. QUIE. They don't have to figure out the free lunches or all that.

Chairman PERKINS. Yes.

Mr. MADDEN. No.

Mr. QUIE. But then again how do you divide it as the Chairman has asked between the schools?

Mr. MADDEN. Well, it's based on these test results if they're 1 year or more behind.

Mr. QUIE. I see.

Mr. MADDEN. Then if we have need for three teachers there, we try to put three in there.

Chairman PERKINS. You divide it according to the need among the various schools?

Mrs. RITCHIE. The need, right.

Mr. MADDEN. Right.

Mr. COMBS. Right.

Chairman PERKINS. Thank you very much. You have been most helpful.

Mr. QUIE. Do you attribute a cost figure to each child within the figure, or do you do it based on the teaching personnel that you need in each school to handle those kids?

Mr. MADDEN. The teaching personnel.

Mr. QUIE. The teaching personnel. Thank you.

Chairman PERKINS. Come around, Dr. Graham, you were not here when we started this morning.

[Whereupon, an off the record discussion was had.]

Chairman PERKINS. Take your seat and we'll start. Have you got somebody with you?

Dr. GRAHAM. Yes, Ms. Kimbrough.

Chairman PERKINS. All right. We've got some superintendents here from Huntington and other places, a lot of witnesses. Go right ahead, Dr. Graham. Without objection your prepared statements will be inserted in the record.

[The statement of Dr. Graham follows:]

STATEMENT BY
DR. JAMES B. GRAHAM,
SUPERINTENDENT OF PUBLIC INSTRUCTION FOR THE STATE OF KENTUCKY
BEFORE
COMMITTEE ON EDUCATION & LABOR
UNITED STATES HOUSE OF REPRESENTATIVES
LEXINGTON, KENTUCKY
FEBRUARY 10, 1978

Mr. Chairman, and members of the committee, I am Dr. James B. Graham, Superintendent of Public Instruction for the state of Kentucky.

With your permission, I will make the following statement. For the past several years, educationally deprived children in the state of Kentucky have had the privilege of participating in remedial programs funded with ESEA, Title I funds. Programs funded under this Act have helped many children to achieve to a degree that will allow them to become successful members of society. I am appreciative of the leadership role assumed by this Committee in providing such legislation as ESEA, Title I.

There are currently 181 school districts in the state of Kentucky and all of them provide reading programs for educationally deprived children with Title I funds. During FY 1977, seventy-four percent (81,571) of the state's 110,000 Title I participants were enrolled in reading programs.

An additional ten percent (11,280) participated in kindergarten, readiness, and other areas related to reading. Sixteen percent (17,049 children) participated in mathematics programs. These data illustrate the fact that Title I funds are concentrated in the basic skill areas of reading and math.

The full-time equivalent of professional staff positions was over 2,300 and the full-time equivalent non-professional positions exceeded 1,000. Eighty-seven percent of the positions filled with ESEA, Title I funds were assigned to reading or reading related programs and thirteen percent served in mathematics programs.

The average actual gain for those students participating in reading programs was 9.9 months. The average actual gain for Title I mathematics participants was also 9.9 months. I feel these statistics are noteworthy.

Every effort must be made for the continuation and expansion of Title I. Current participants who have not achieved to a satisfactory degree need further help. Other educationally deprived children have not received the benefits of Title I because of insufficient funding. These children are deserving of the advantages such programs can provide.

Now that you have been made aware of my reasons for favoring the extension of Title I of the Elementary & Secondary Education Act, I want to make the following points concerning revisions.

1. Funding Formula

While Kentucky can accept the formula as it now exists, it is felt that:

- a. AFDC children should be eliminated from consideration in determining grant amounts;
- b. The percentage of the state average per pupil expenditure or the national average (whichever is greater) used in calculating grant awards should be raised from forty percent to fifty percent;
- c. Part B (Incentive Grants) should be eliminated.
- d. We favor the retention of the 120% of the national average as a limit in the funding formula.
- e. The Kentucky Department of Education opposes the use of the SIE (Survey of Income & Education) Study in determining the number of low income children for use in the formula.

2. State Administration

The state is allowed one percent of the Title I grant for administration. This is insufficient. The Title I staff in Kentucky is being reduced each year in order to stay within the administrative budget. Administrative Review Teams and Auditors continue to bring to our attention the need for other administrative services which we are unable to provide. I feel that the absolute minimum percentage to allow us to do a creditable job of administering this complex program would be 1.5% of the ESEA, Title I grants to our state.

3. Comparability

The Kentucky Department of Education does not argue with the intent of the comparability regulations. However, it is felt that such regulations need to be more flexible. For example:

- a. Presently a five percent variance is allowed in the pupil-teacher ratio. This should be increased to ten percent.
- b. The Department feels that the pupil-teacher ratio is the only standard necessary to determine comparability. (Salaries of instructional personnel, costs of supplies, etc. should be eliminated.)
- c. The mini-comparability report should not be required.
- d. Districts having schools that are not comparable should have funds discontinued only in those schools. The local political process should be allowed to correct such deficiencies.

4. Parent Advisory Councils

- a. It should be an option, rather than a requirement, to have parent advisory councils in each Title I school. The only requirement should be a system-wide parent advisory council.
- b. School districts should not be required to provide copies of the Law and Regulations to all council members. These materials tend to startle, overwhelm, and discourage the participation of parents. If

Government should provide enough copies for all districts since these are very expensive to reproduce.

5. Duties of Title I Teachers

The Kentucky Department of Education feels that Title I teachers should be allowed to perform general duties such as playground, lunchroom and/or early-or-late bus supervision when these activities are required of all other teachers. It is poor public relations for a school to require extra duties of some of their teachers while others have no extra duties. Such activities would not prevent Title I employees from fulfilling their Title I responsibilities.

6. Review & Audit Procedures

All states have at least one Management Review per year by U.S.O.E. personnel. In addition, states are audited every two or three years. If both activities (Management Review and Audit) are to continue, they should be made more beneficial to state departments of education. For instance, the Kentucky Department of Education approved Title I readiness programs in self-contained classrooms for approximately eight years. During those years, Management Review Teams visited school systems that provided these programs each year. There is no evidence that a Management Review Team took exception

to the readiness program as it was being conducted until several years later, after a preliminary audit report had been submitted by HEW Auditors. After the preliminary audit report, a Management Review Team informed the State Department of Education that the readiness program was not being conducted in agreement with Federal Regulations. The Management Review Team is not needed to inform a state department of education that illegal activities are being approved after the Auditor has done so. A primary justification for a Management Review should be to make the state aware of possible illegalities so that correction can be made.

I feel that a state should be given time to correct activities that are judged to be illegal by the Auditor. It would appear that a more acceptable procedure would be for a Management Review Team and/or Audit Team to make shorter visits, visit each year, and itemize alleged illegal activities. If the state does not make the necessary corrections within a certain period of time, they may then be required to make restitution. This method would seem to serve the intent of the legislation. At least, HEW Auditors should be required to have some training under U.S.O.E. program people before conducting audits at the state and local level.

7. Supplanting

Careful coordination of Title I activities with the basic education program of a school enhances the effectiveness of Title I projects. However, many innovative educators hesitate to develop such programs because of the fear of supplanting. More flexibility is needed in this area to allow those districts practicing flexible scheduling, team teaching, etc. to better utilize Title I, ESEA funds.

8. Migrant Education

In many instances, migrant students are eligible for remedial programs under both the Title I, LEA Grant Program and the Title I Migrant Program. Present regulations preclude such children from participating in reading programs funded with migrant funds if they are eligible for the remedial reading programs funded by the LEA Grant Program. If these migrant children could be allowed to participate in the migrant remedial reading program, the LEA Grant Program funds could be used to reach other children who are educationally deprived in reading. We would like to see this restriction lifted.

I would now like to make some comments concerning other legislation.

1. Public Law 81-874 - Low-Rent Public Housing

I am happy for the districts that received funds from P.L. 81-874. These funds are very important to school districts near federal installations. However, I would like to speak about the P.L. 81-874 addendum that provides funds as a result of children residing in low-rent public housing accommodations.

Currently, funds provided under this part must be used to provide additional Title I type services in the local school districts. It is further required that the office administering ESEA, Title I in each state assure the United States Commissioner of Education that these funds are being utilized properly. However, no administrative funds are provided to assist the state in these activities. This creates quite a bit of extra paperwork for the LEA, the SEA, and the U.S.O.E.

These funds should be treated as regular P.L. 81-874 Impact Aid or as regular ESEA, Title I funds. The present combination is very difficult to manage.

If these funds are to be spent according to the Title I regulations, the state should be allowed administrative expenses. This is justifiable since the state must process applications, monitor LEA programs, review reports, as well as perform other necessary administrative functions.

Since these reach the LEA's as carry-over funds, an additional year is needed for their effective disposal.

2. Title IV, ESEA

I am extremely happy with the current Title IV, ESEA legislation. It gives SEA's and LEA's much flexibility in determining priorities, goals, and objectives, and implementing appropriate activities. The services and materials gained by this legislation would have been denied the large majority of children in Kentucky if the funds had not been made available.

I may be receptive to the idea of further consolidation of some of the parts of this legislation if such consolidation does not result in less money. I definitely feel that the Federal Government should keep its commitment to state departments of education by continuing the allowable amount of Part C funds that can be used for strengthening state departments of education.

3. Adult Education

Funds provided in this area have been put to good use in our state. We would very much like to see the program continued in its present form. Naturally, we would rejoice if the funding level were closer to 100%.

I appreciate very much the interest and energy exemplified by this Committee through its presence in our Commonwealth. Children in our state are performing at higher levels because of your past successes. I feel that your continued efforts will result in a more successful level of education for children in Kentucky. Your continued success will create better informed United States citizens in the future.

STATEMENT OF DR. JAMES GRAHAM, SUPERINTENDENT OF PUBLIC INSTRUCTION, KENTUCKY STATE DEPARTMENT OF EDUCATION

Dr. GRAHAM. Let me first say that I am sorry that I am running a bit late if I have caused a disruption in the schedule.

Chairman PERKINS. No, that's all right—we always have somebody to start with.

Dr. GRAHAM. We've had an unusual winter as you've had I'm sure in Washington. Let me first say how much we appreciate Congressman Perkins in Kentucky. Now that doesn't bear repeating and probably doesn't bear saying. But, Representative Perkins, we're always happy to have you come to Kentucky. A man who is interested really in the grass roots opinions of people, and I like to see this. I like to see our representatives come and sit down and talk to classroom teachers about the effectiveness of programs.

We would also like to say that Congressman Perkins' office is always open and receptive to serving not only his own constituents, but the State of Kentucky. Mr. Jennings, the others in his office, I want to say that we appreciate all of the nice openness about your office.

Let me first say that Don Hart, a Congressman who you probably know, is in Atlanta today. Ms. Kimbrough, who is in charge of our Bureau of Instruction in Kentucky and works with Don Hart, is here. Let me say I don't know specifically too much about title I's operation at the classroom level. I have served, as you know, as superintendent for some 20 years before being elected. I have some general comments and she will answer and react to specific questions.

I would like to talk more from the State level perhaps than what you have heard this morning. I will not follow the written text in every respect, but I should like to say in Kentucky we are happy to have this program. There isn't any way to measure the impact of title I on Kentucky's children. And that doesn't mean we're unaccountable. You can measure the impact, but overall there are some intangibles that I think we cannot ever measure.

If I had been born a little bit later with my parents on the farm, I would have been eligible to have been a participant in the title I programs, because my family was poor. They were tenant farmers, very proud but very poor. So my heartbeat and empathy lies with the children who are disadvantaged, educationally and economically deprived children. So my heartbeat is really there. Maybe that's a prejudicial opinion and maybe not, but I think that we have a law that we have been very, very proud of.

Of all of the laws that Congress has passed, I think if I would take a survey of the children, and the teachers and the administrators, Ms. Kimbrough, this is probably the most popular one that we have by far.

Let me also say that when I campaigned for office one of the planks in my platform, you don't always get to implement over a 4-year period all of them, was an emphasis on the basic skills. Primarily reading, and writing and arithmetic. And this program complements that plank in my platform, because we are stressing the basic skills in Kentucky.

Without a great deal of definition, I would say we're emphasizing reading and mathematics in our program and I think these are fundamental. Perhaps reading is more fundamental and basic to everything else that happens in the classroom. If a child cannot read he cannot do much else, because reading is a fundamental and basic process.

Let me also say that from the State level one other thing that we have been stressing in Kentucky is that the State Department is a service agency. It's there not to tell you what you can't do or what you can do so much, and not so much regulation, dotting the I's, and crossing the T's, but it's there to encourage people to do a better job. To help them to do what it is they want to do, and I think there is a difference.

In principle and philosophy we're trying to stress that the Department is a service agency offering technical assistance, offering advice and help on the basic skills, working with title I and all other teachers to accomplish these goals.

We think that there are some things from the State level, and perhaps I will emphasize from the State level more, Congressman, speaking as a State superintendent. And my comments will be geared more toward the State level. We are concerned a bit about the 1-percent allocation for State administrative responsibilities.

Now I know that there is sentiment in the country about the overall bureaucracy at the State level. And—but I want to call attention to you that if you look at what the percentage of money we spend for administration in local school districts throughout the country, I haven't seen it for a long time, but that figure would run at least 2 percent and maybe more. And I call to your attention the fact that more and more some little, little bitty tidbits of regulation get into the law.

And we're supposed to monitor these and it takes a few more people, staff members, not only to do what you're doing and doing it better, but I think to do it—do what we want to do and what is required in the law. We would hope that you would see fit to raise that percentage from 1 percent to 1.5, or 1.2, or something a little bit better than 1 percent for administration. Because we lack—salaries are going up—

Chairman PERKINS. To start out with, do you recall if we added 5 percent at one time and then we reduced it for administration?

Dr. GRAHAM. I don't think we—it has been changed, has it? To my knowledge, again, I don't—but I don't think since 1965 we've changed it, have we, or not?

Chairman PERKINS. No, I'm wrong. It used to be 5 percent in the library program.

Dr. GRAHAM. Right. Right. Now I'm making a plea to raise that a bit. Salaries are going up in Kentucky. We are working with a governor who is interested in education, elementary and secondary. Classroom teacher salaries and administrative salaries are going up. And we think we need some more money to attract and hold the people we have in Kentucky.

Now we don't think this is a denial of funds for children, but we think it might be a pretty good investment to add a half of a percent to this, Congressman. We feel this is important.

Chairman PERKINS. Yeah. 49

Dr. GRAHAM. Now let me say about rules and regulations. As a country boy I had the opportunity the first time to shake hands with the President. He had the Chief State School Officers in. We discussed some of the problems we have had with some of the programs. He and Mr. Califano both were stressing this idea that I also campaigned on, "Could you give us a little more flexibility"? Could you loosen the rules a little bit? And he was stressing this, I think the President was stressing this. That maybe in certain cases the rules are a little bit too tight.

For example, maybe you ought to—some of our people are hesitant maybe to experiment a little bit, because they think if they experiment in team teaching you might come along and find that they said, well, you are spending money for some of the other children who incidentally might participate in the—in this getting together.

I think there ought to be some way that we can encourage innovation. And I think this is a little bit anti-innovative. This matter—one of the things that both Commissioner Boyer and Secretary Califano stressed was trying to get rid of paperwork. And, Congressman, I want to commend you for your efforts in this direction. You have challenged the Chief State School Officers to come up with some ways we can cut down on paperwork.

You would be surprised at the burden, and I don't know that this is an accurate figure, I'm not—I don't have any stats, but they tell me the teacher spends about anywhere from 20 to 30 percent on forms, and reports and counting.

And it seems to me if instruction is important and the teacher's time is important—we have a mini comparability report that might be important for reasons, but for instructional purposes we see very little value of it. Statistically—and you may need it in Washington for some reason, I don't know. But can we do something about cutting down the reports we have to fill out?

Chairman PERKINS. I think we're going to do something. And we have got a bill already introduced and I think we are going to do something in this area.

Dr. GRAHAM. I think that's great.

Chairman PERKINS. You have got to keep one thing in mind. In those areas where we have had so many problems in connection with civil rights. That's one thing that requires so many of these forms, you know.

Dr. GRAHAM. Right.

Chairman PERKINS. And the claims of discrimination, and naturally none of us want to see discrimination against anyone.

Dr. GRAHAM. Right.

Chairman PERKINS. Whether we want to go overboard one way, we certainly don't want to go in reverse the other way. And there is a lot of this paperwork that we can eliminate. And if it's ever going to be eliminated we've got to tackle it and do it this summer. I think Congressman Quie feels like I do.

Dr. GRAHAM. Right. That's great. I—

Chairman PERKINS. And we're going to see if we can't do something about this paperwork.

Dr. GRAHAM. I think—I would not want to imply that Commissioner Boyer and Secretary Califano are report minded. I don't think they are. They want to carry out what the Congress dictates—

Chairman PERKINS. They feel the same way that we feel. At least they tell us that.

Dr. GRAHAM. Right. And we want to do this. We want to comply with the wishes of Congress. We aren't talking about this, but somehow I think Congress' intent maybe is misinterpreted by the people who are supposed to carry it out in some cases.

We want to comply, but at the same time if you could, here again, see if you could cut down a little bit on this paperwork burden. We're short of energy. And we're short of paper and we're short of ink and people's time are involved, you see? If you could do this, I would swap that for the raise in 1.5 percent. Do you see what I'm talking about? If you all could cut down on some of this report work, then leave the 1 percent just like it is, but gentlemen, you would be surprised at the number of reports. That's one of the things I also campaigned on. I said we're going to try to make education simple. Dr. Boyer, I commend him, he's working on this now. I don't believe the point—

Mr. QUIE. He is working on it. What he found out is that there are 100 programs being operated and nobody had talked with each other so each one had their own requests for reports. They didn't even coordinate them so they could fill all the reports out at one time. We kept getting reports all the time. You see, all the people were writing reports. So, at least, Dr. Boyer is going to try to do that. Bureaucracy is an interesting thing, as you know, running one too. If you don't get your reports in, you start feeling you aren't doing your work and—

Dr. GRAHAM. And sometimes we have to have the reports to feel like we have something. I'm also antibureaucratic, I think. Maybe, I'm not but we are working in the department to try to shake hands occasionally and talk from this bureau with the great big walls that have been built up through the walls and going through the doors to see if we can consolidate some of our reports. And I think we're making strides. We've cut down. We did a, what we call a form study, all of the State forms that were required in our schools. And we cut them down somewhere between 20 and 35 percent. I think that's a pretty good jump for 2 years.

Now, this is what I'm talking about and I don't mean to imply that we do not want to carry out the wishes of the Congress and the wishes of people as you represent them, but, gentlemen, this is more of a problem and I campaigned on it. I'm in sympathy with it, but I'd like to do away with a lot of them. And that doesn't mean—I think sometimes we think the more reports you have, the more accountable you are. Well, accountable for those reports, yes. But teachers need planning time. They spend all their time getting the ages and the parents' name and all of the things that we have to go through with, you would be surprised if you were employed as a second grade teacher and then, we've got to count the milk and all of the things—

Chairman PERKINS. I'm not a bit surprised. I've watched my wife for many years make out these reports and work every evening and I know that 50 percent of those reports are just discarded, filed away, and never looked at.

Dr. GRAHAM. I agree with you, Congressman. I think this is something that Congress, if they'd pass a law saying they're going to do away with all of them, do away with all the reports and start over again.

Chairman PERKINS. If we can't do something about it this year, then we ought to stop talking about it. And I think we can make great strides this year with the President stating that he is for it and I know that Al Quie and Carl Perkins are going to try to do something in this area.

Dr. GRAHAM. I want to commend you and the committee and Congressman Quie for the efforts and the challenge you gave the chief officers. I believe that, Congressman, we have delivered to you a report of some of the ways that we might cut down the duplication and the excessive paperwork.

I hope you'll look at it and I know you will, all of you. The Council of Chiefs State School Officers, of which I'm a member, have worked—has worked—the council has worked in this direction.

Now, we'll talk a little bit about comparability and flexibility. Here again, I think we—this comparability report, I recognize it's something that at least ought to be considered but is 5 percent variance enough when you average all the pupil/teacher ratios and your non-title I and then take each title I school and compare against that and if we have more than 5 percent, you have to do something to bring it down. I don't know whether that's impinging on local control and by the way, I want to say another one of my campaign planks was that I think schools belong to the people, locally, first.

Chairman PERKINS. We agree with that.

Dr. GRAHAM. And I'm a great advocate of local control of education and here again is another report and I have done these as a local superintendent. I don't know the intricacies of it but when you look at title I schools and compare them with non-title I schools, you all know that within certain districts in Kentucky, there's just—it's just like a different community. And to equalize the ratios might be in order but at the same time, you have circumstances and situations that I think negate what we're trying to do and I think we're trying to say that everybody ought to have an equal opportunity and maybe this is what we're getting at and we all want this. But at the same time, there ought to be at least, say, a 10-percent variance. Raise it up just a little. Or it would suit me to take it off and leave it to the State.

Here again, I think the State might say—if you meet the standards of the State, aren't—isn't this good enough or not? I'm just pleading here again.

Now, you come back to the parent advisory council. Having served in a local district, the first thing—you think, I know when we start talking about cutting down the advisory councils from the individual schools to the districtwide basis, you probably are going to say, "Well, you don't want the people involved."

This isn't the case at all. If you believe in local control, you believe in parent participation. I liked it better and I thought we did just as much good when we had one districtwide committee rather than each title I school having a committee.

Now, you could—it gets cumbersome. It's probably another meeting and goodness, we have plenty of them, but this does not mean in any way that I am opposed to parent participation. I have written letters to school districts, stressing the fact you ought to involve your parents and we have other avenues of parent participation, rather than—and this is good to involve people, but I don't know that we have accomplished much when we have involved—we've had councils here, because it's a problem of getting babysitters and we have assumed maybe, some of the responsibilities—it's hard to get people out and get involved.

Now, I can see both sides of the coin. I'm raising the question only, but I think it's—one could accomplish the other.

Another problem that we have faced at the State level, there are certain general duties. We have, I think tended to segregate teachers according to responsibilities and duties. Now, if title I—if you have a title I teacher, isn't she merely a teacher? I don't care what you call her, whether she's title I or title XV or title III. She belongs to that school faculty, doesn't she?

She ought to be an integral part of that school faculty. She ought to assume the responsibility. She ought to assume the supervision of some children at lunch and on the playground, right?

Chairman PERKINS. Yes.

Dr. GRAHAM. If we continue to keep this up, I think we destroy what we would say is a general unity and harmony of teachers and you hurt the morale of a faculty when you—

Chairman PERKINS. I think you're exactly right. That's just exactly what's going on in the district schools today and the special educational programs in Washington. There are problems with these teachers never assuming any responsibility insofar as supervising the school lunch program or anything of that type or even going out on the playgrounds. They feel like that's not any of their responsibility and consequently they are separated from the regular school teachers and they feel separated. And as separated teachers, the impact they have on the students is not near as great.

I feel the same way you do in that connection.

Dr. GRAHAM. Now, there again—

Chairman PERKINS. Now, I don't know how we can work this in the law, but—

Mr. QUIE. It's not in the law. It's in the regulations. So, we've got to straighten out the regulations.

Chairman PERKINS. Yes. So—

Dr. GRAHAM. Let me say this. We don't have any State regulations or title I at all. We just say the regulations—we don't add any. Now, here again, to prove what I'm talking about, that we try to practice what we preach about regulations, I think something ought to be done about this because we are creating a situation where the title I teacher feels like, "Well, I don't know whether I'm supposed to do that or not." That doesn't imply that the teacher isn't great and has a great philosophy, but if it's there and she's read it and she's talked to Mrs. X over in the next district, we don't have to do those things and the other teachers get the feeling, "Well, if you don't have to do it, why should we have to do it?"

Now, I think we have belabored the point; I hope not too much, but Congressman, I think this is the problem that we feel in Ken-

tucky, that if one teacher, teaching school is a full-time job, it's a great job—

Chairman PERKINS. I'm going to commence to ask you a couple of questions.

I noticed on page 3, you've pretty well covered your testimony. You have jumped through it from part to part but I have tried to follow closely here, where you talk about, for one thing, the funding formula.

You say: "While Kentucky can accept the formula as it now exists, it is felt that: small AFDC children should be eliminated from consideration in determining grant amounts"—Orshansky, which we adopted in 1974 is the measure of poverty utilized in the school lunch program, by the Social Security Administration and all the other governmental agencies that I know, and for a family of four, that amounts to about \$5,800 presently, if I'm not mistaken—\$6,000. And that increases on the average of about \$500 annually because it rises in accordance with the cost index, of the increased cost of living.

Now, what's happening, we are eliminating every year AFDC children much more rapidly than they are being added. And in a couple of years, I feel with the exception of New York, we will just about have eliminated them all.

Am I right on that, Mr. Jennings?

Mr. JENNINGS. Yes. Pretty much, New York and maybe one or two other Northern States.

Chairman PERKINS. Then you say: "The percentage of the State average per pupil expenditure or the national average (whichever is greater) used in calculating grant awards should be raised from 40 percent to 50 percent."

And then, "Part B (incentive grants) should be eliminated."

And then you say, "We favor the retention of the 120 percent of the national average as a limit in the funding formula."

Now, Al, of course, we went through that darn formula fight a few years ago and it took an awful lot out of all of us to get the 120 percent limit. Off the record.

[Whereupon, an off-the-record discussion was had.]

Chairman PERKINS. Back on the record. I would like to ask you one question—

Mr. QUIE. Would you yield before you get off the formula?

Chairman PERKINS. Yes.

Mr. QUIE. I might make a comment on raising the percentage, the State average or National average, from 40 to 50 percent. I don't really think it makes any difference. You could make it 100 percent and you wouldn't get any more money because we're going to be about 60 percent of the 40 percent now. If you go to 50 percent, then we'd be up 48 percent of the 50 percent.

Dr. GRAHAM. Unless you raise the appropriation level, we wouldn't get any more, right?

Mr. QUIE. Right. That's right. And we're going to keep raising the appropriation level but we're not going to raise it up past 40.

Chairman PERKINS. I agree with Al, with his 40 to 50.

Mr. QUIE. The reason we put a 40 instead of 50, is we figured that then, perhaps, we could draw them up to full funding and the higher you go, the less they look at that as any goal to shoot at. We've done that on a number of programs. People look at it, "How come you

reduced the authorization?" We reduce them so that they get closer to reality so the Appropriations Committee will start looking at it. And then, we thought we could draw them back up again that way. That's the only purpose—

Chairman PERKINS. One further question, Dr. Graham. Is the State regulation still effective which requires a school district to spend almost all of its title I funds on basic skills if the district's reading scores are a little outrageous?

Dr. GRAHAM. Yes.

Chairman PERKINS. That is still effective?

Dr. GRAHAM. Right. Let me, before I close—and I know I've taken too much of your time and I appreciate it, Congressmen.

We have an audit review. I think we mentioned this in the report. We develop a program. We approve the program. It goes on for a while, maybe a year or two. The auditor comes in who may not—all I'm saying is I think we'd like to have auditors who know education.

Chairman PERKINS. Yes.

Dr. GRAHAM. And education people who knew more about audits and can we get the two together a little bit more closely, because sometimes you go out and you say, "Well, that meets the law, according to the program as we perceive it," but the auditor will come along a year or two later when you've spent the money. It's been a good program. He will find some bit of—maybe an inconsistency or perhaps just a plain outright violation of the law. And I think there needs to be a little bit more attention given to the audit review, maybe it could happen at the same time of the program review; I don't know, which might prevent some bit of this discrepancy being applied to a program that has already gone on.

Now, that I think has been called to your attention before perhaps and we want to spend the money like you want it spent. There just seems to be a difference of interpretation and I think the penalty is quite severe. It's very difficult to go back 2 years where you've spent money in 1974 or misspent money in 1974 that caught you. The auditor said you misspent it. You found it out in 1976. How do you correct it here? This is a problem, I think, that you run into in Kentucky. I'd like to call to your attention program and audit people, figuring people and philosophically educators. Somehow, we haven't been as close together as we should have been.

Chairman PERKINS. I well realize that situation and I've had all kinds of experience with the General Accounting Office.

Dr. GRAHAM. A synthesis would do good, whatever that word means.

Mr. QUIE. Let me ask you, on page 2, you mentioned that the actual gain students participating in the reading program was 9.9 months.

What is the average gain of nontitle I students in the State?

Dr. GRAHAM. About the same. That's a good question and I don't have a real specific answer, but Ms Kimbrough says it's about the same, but we have been very proud of our scores last year. Title I children have made very, very good scores, achievement scores on the tests.

Mr. QUIE. I should also bring out any points where I'm in disagreement with your testimony, as you might know, and that's on the parent advisory council.

I feel very strongly that we have the local ones.

Dr. GRAHAM. I can see that viewpoint. I really can.

Mr. QUIE. Because when people get too far away, they start thinking with a different way than they are as parents, you know.

Dr. GRAHAM. I share your concern.

Mr. QUIE. Do you have any State compensatory education programs?

Dr. GRAHAM. State compensatory education programs?

Mr. QUIE. Yes.

Dr. GRAHAM. That we finance ourselves?

Mr. QUIE. Yes.

Dr. GRAHAM. No. Not to my knowledge. We do allocate some money for special education.

Mr. QUIE. The part of the whole process that you play is really selecting target schools and the school districts that have to be targeted?

Dr. GRAHAM. Yes.

Mr. QUIE. What method do you use now in determining which schools ought to be targeted?

Dr. GRAHAM. I believe we use the free lunch.

Mr. QUIE. You use the free lunch?

Dr. GRAHAM. As a basis for most of the State schools, yes, free lunch. Those participating in free lunch automatically are eligible to participate.

Mr. QUIE. Do you have much of the situation that I've noticed some places, that some people don't like to have their children be in the free lunch program even though they qualify?

Dr. GRAHAM. Yes, we have. There is the feeling of pride and certain people are sensitive to aid other than the aid they can generate themselves.

Mr. QUIE. That means that a school attendance area with the number of people with that kind of pride are really being denied an opportunity for title I funds.

Dr. GRAHAM. Yes.

Mr. QUIE. Have you looked at ways of determining who ought to get title I programs in Kentucky in a better way than you're doing it?

Dr. GRAHAM. I haven't thought in specific terms. I have not. And Ms Kimbrough might have an idea or so. Would you like her reactions to it?

Mr. QUIE. Oh, that would be fine.

Ms. KIMBROUGH. From time to time, yes, sir, we have thought about other methods of determining this. However, at the present time, Mr. Hart and the people who administer the title I programs still believe that we're getting very close to the percentage of youngsters who need title I programs through using the free lunch method.

Now, we have just looked at some other States and for instance, last week, we were discussing how the State of Michigan determines their title I participants and we are looking at this continually.

Mr. QUIE. You ought to look at Michigan, how they determine their chapter III distribution as well.

If you have looked at it and it comes very close to the way the need is, what kind of information have you got to show us?

Ms. KIMBROUGH. Well, I don't have any with me today, but I could provide you—

Mr. QUIE. Do you have something you could send in to the Chairman and me to look at?

Ms. KIMBROUGH. Yes.

Mr. QUIE. When you say it's very close, you must have some figures for educationally disadvantaged.

Ms. KIMBROUGH. Yes.

Mr. QUIE. OK.

Chairman PERKINS. We'll pursue that point.

Ms. KIMBROUGH. I will make a note and ask Mr. Hart to send that.

Chairman PERKINS. You get that information to us.

Dr. GRAHAM. Let me commend the committee, Congressman Perkins and you, Congressman Quie, for your interest in the grassroots opinions of people. Let me welcome you to Kentucky, this beautiful State that we have here. It's greener later on and I appreciate the opportunity that you would ask the department and the chief administrator of the department to testify and I consider it an opportunity and a privilege.

Chairman PERKINS. Well, when this bill was written one of the purposes was to take care of the disadvantaged in Appalachia. We thought we would pull some witnesses out of the heart of Appalachia. I see some of the witnesses are still coming in and we have some people from Huntington and Knoxville that would like to get away, and for that reason, Foster, I'm going to pull on this panel ahead of you.

Dr. GRAHAM, thank you very much. I appreciate your coming here.

Dr. James Newman, superintendent of the Knoxville City Schools, come around, Knoxville, Tenn. Come around. Mr. James Slash, superintendent of the Cabell County Schools, Huntington, W. Va., come around. And Mr. Vergara, Federal liaison representative of the Indiana State Department of Education, you come around. And Mr. Max Way, assistant superintendent of the Scioto Valley schools of Piketon, Ohio, come around. And then we have Mr. Moss White, title I coordinator, Cincinnati, Ohio.

If you gentlemen will get around the table here, we will start off here with you people this morning. We will hear everyone that is present so don't anyone get disgusted and leave. We'll hear everybody that comes in here. That's the reason we started so early this morning.

Al Quie and I have been doing this for years and we never let anyone leave the committee room in Washington without being heard.

We'll start off with you, Dr. Newman, superintendent of the Knoxville City schools, Knoxville, Tenn. Identify yourself for the record and commence. Go ahead.

[Whereupon, Chairman Perkins was informed that Dr. Newman had not arrived as of yet.]

Chairman PERKINS. Well, Mr. Joseph Slash, superintendent of Huntington. He told me this morning he needed to leave and I thought we'd put him on. Go ahead.

[Statement of Mr. Slash follows:]

REPORT FOR CONGRESSIONAL COMMITTEE HEARINGS, PRESENTED BY JOSEPH A. SLASH,
SUPERINTENDENT, CABELL COUNTY SCHOOLS, HUNTINGTON, W. VA.

The Cabell County Public School System --

In 1976-77 our net enrollment was	19,138
In 1976-77 our per pupil expenditure (net enrollment) was	\$ 1,210.42
In 1976-77 our total expenditure (Current Expense Fund only) was	\$25,644,622.07

The following statements are provided in hope of increasing the understanding of programs conducted in the Cabell County Public School System, Huntington, West Virginia, which are funded through the Congress of the United States of America.

I. Elementary and Secondary Education Act, Title I

The ESEA Title I program in Cabell County provides remedial reading instruction, remedial math instruction, and social services to approximately 1600 students in 26 schools. The program staff consists of 25 reading teachers, 7 math teachers, 4 math aides, 7 home-school coordinators, and 4 support personnel.

Once USOE and State Department of Education guidelines are received and interpreted, the Cabell County School System manages to administer the program with very little difficulty. The reason for this may be that both the present Superintendent and Associate Superintendent are former Title I directors whose familiarity with the program allows it to be integrated into the total administrative organization with little difficulty. However, we do continue to have concerns with guidelines or interpretation of guidelines which are imposed upon us in the conduct of the program.

Some of these concerns are:

1. The lack of local control in determining program elements for serving various eligible students. The Office of Education and State Department of Education insists that main emphasis for program elements be centered in remediation of reading and math deficiencies.

We agree that these areas are the most pressing needs of most of our students. However, this excludes needs which may be different for some educationally deprived students in target schools.

2. We are required to have Parent Advisory Councils--but if their suggestions differ from directives imposed upon us they have not had a real opportunity for any input of a program nature.

3. Probably the most serious deficiency in the administration of Title I programs is the restriction of projects to target areas with the greatest numbers of eligible students. This, of course, excludes educationally disadvantaged students and economically disadvantaged students who are in non-target schools.

We do not propose that funds be spread more thinly in order to include those schools but that additional funds are needed or more flexibility in guidelines to allow local judgment for determining needs on some basis other than statistics.

We do feel that ESEA Title I has had an important impact upon education in our school system. A review indicates that ESEA Title I started in Cabell County in 1966. Title I services started out in remedial reading at the elementary and junior high level, guidance at the junior high level, a media center set up in the Board of Education office for eligible Title I schools, and social services.

Since 1966 up to the present time, the media center and guidance services have been taken over by the county. In 1971, elementary remedial math was included in the Cabell County Title I program. Junior high school Title I services were discontinued in the late 1960's because of finances.

Each year since the Title I program began in Cabell County, we have exceeded our goals as set-up in the proposal.

Over the past six years, Title I has shown the following average gains in remedial reading 1.4 months for each month taught. In math, the gain has been one month average gain for each month taught. The national average in reading is .7 for each month taught.

ESEA Title I in Cabell County has a budget of \$894,108.00 for FY-78.

II. Impacted Area Aid Program

The Impacted Area Aid Program is, in our opinion, the easiest of all federal programs to administer. We run a parent survey, file a report, spend the money for whatever we need. We submit no letters of justification and no further reports and red tape as are required in other federal programs.

Although several presidents have opposed the Impacted Area Aid Program, we believe there is justification to continue the program and hope that Congress in its wisdom continues to not go along with the executive branch on this issue.

Cabell County received for the 1976-77 school year a total of \$66,669.77 in Impacted Area Aid monies. Of this, \$17,466.68 was earmarked for Title I projects because of children residing in low rent housing projects leaving \$49,203.09 non-earmarked funds.

III. Adult Education

In many LEA's space is a limiting factor for skill training, adult retraining, job training and other areas for adults. Due to the increased popularity of vocational programs, space is limited to adults wishing to pursue a career training program on a full-time basis.

We could improve our training potential if we could provide more Vocational Guidance and Counseling for those adults who are in need of information. Emphasis should be placed on career training and career retraining. This should take them from unemployment into a more productive future with job security.

Adult Education could more effectively meet its commitment if more Community Education Centers could be organized in the schools throughout our area. These Community Schools could reach the adult population by utilizing the present school buildings which usually close at 4 P.M. each day. With financial assistance for salaries, supplies, and equipment we can utilize these buildings to offer adult courses in local communities.

Some confusion exists between public boards of education and institutions of higher learning as to whose responsibility it is to offer post-secondary Vocational Education.

Many vocational educators feel the responsibility for specific adult full-time skill training programs rests with the Vocational Department of the local boards of education, with Community Colleges offering programs of a technical nature leading to a two-year associate degree. This system would avoid duplication of effort and would result in a saving of local, state and federal monies.

**STATEMENT OF JOSEPH SLASH, SUPERINTENDENT, CABELL
COUNTY SCHOOLS, HUNTINGTON, W. VA.**

Mr. SLASH. Well, Congressman Perkins, I appreciate this opportunity to appear here before you and your committee. We deem it a pleasure and an honor and hope that some of the things we might say might help in making some decisions in Washington.

Chairman PERKINS. Well, we felt that since we were nearing the end of the title I hearings that we ought to get down here in the heart of Appalachia and pull some people in and see if you can improve the legislation. That's the reason we got you here today.

Mr. SLASH. I had a little misunderstanding by telephone. I didn't receive the letter so I have some other comments other than the title I which you will note, but I would like to point out that—

Chairman PERKINS. Without objection, all your prepared statements will be inserted into the record and you can summarize any way that you prefer.

Mr. SLASH. Thank you. Cabell County schools serve 19,138 students. We are a county unit, covering a wide area of land.

Now, in our program in Cabell County, we provide remedial reading, math instruction, social services to about 1600 students and 26 schools. This is approximately 8.3 percent of our student body.

Now, I think one of the things we receive from the National Education Headquarters and our own State headquarters, of course, is to place emphasis in these particular areas.

Consequently, some of our concerns are, as I've listed here, some lack of local control in determining program elements for serving the eligible students.

I mean by that, sometimes in our target schools we might have some youngsters located in there who might be able to read or work math very well, but have other needs that we're unable to meet because of these restrictions. So, I like some of the others, would like just a little bit more flexibility in our programming.

Parent advisory councils have been mentioned a good many times here and we do favor these parent advisory committees.

Chairman PERKINS. You mean at the local level?

Mr. SLASH. At the local level. The only thing that I would object to—I don't think that we are paying enough attention to what they're telling us because of the restrictions that are dictated—well, that's a bad word—but some of the emphasis placed on us from our—and so these parents are not really heard in what they're trying to tell us at the local level in trying to meet the needs of their children. So, I think we should pay more attention to our parent advisory committees.

I think one of the most serious problems that confronts us is in a school where you have a large area, then you have a large and wider range of abilities and you have a wider range of economic situations. So, once you locate target schools to concentrate on the students in those target schools, there are many, many students in other schools in our area, in our system that we're not able to meet their needs.

Now, they are just as educationally disadvantaged as the ones we've identified in our target schools. But there's nothing we can do

to help them because if we try then, those students are not comparable to the other schools that are in title I. Consequently, we are not able to meet needs of a good many students in our district because of this restriction.

Now, I'm sure that you get appeals all the time for more funds. We feel that we don't mean to spread what we have more thinly than we are now, but if there is any possibility of any more funds that we might meet the needs of others and try to identify students in ways other than at the economic level.

Now, I would like to emphasize that we are very, very grateful for title I funds that we have because they have helped us tremendously. We start out, of course, in our secondary schools and because of the great number of students who need help, we were unable to meet all the needs with the program and we have dropped down now to grades one through six where we have our program. And if you will notice here, our gains have been 1.4 in reading for every month taught and 1 month for—in remedial math for 1 month.

I know you have a lot of people to hear today and I think this is the main thrust of what I have to say to you. I have Mr. Fredicking here who is with me. He's the title I director and he will try to answer any questions.

Chairman PERKINS. All right. Do you want to go ahead and make a brief statement as title I director?

Mr. FREDICKING. Yes, sir, Congressman Perkins.

**STATEMENT OF BILL FREDICKING, TITLE I DIRECTOR,
CABELL COUNTY SCHOOLS, HUNTINGTON, W. VA.**

Mr. FREDICKING. My name is Bill Fredicking. I was at the hearing 5 years ago. I was a new director then and I was pretty rusty and not knowledgeable.

Chairman PERKINS. We want to just hear any way that you can tell us how to improve the act. I think Al will go along with me that we are going to try to make a 4-year program here without—he's agreed with me so we want to write the best act we can.

Mr. FREDICKING. I just returned from a State meeting on evaluation. Yesterday morning, I left and went home and packed another bag and came right here. And I talked with the State title I director about this because I figured there would probably be a hearing and we're in agreement locally, as the director from Kentucky stated, that this thing of the teachers not having duty. I think we get people coming in from Washington that have never probably had any actual teaching experience, trying to tell people they can't do these things and I know in our situation when we talk to our—

Chairman PERKINS. Well, we'll raise that with the Secretary—Secretary Califano when he comes before the committee and we'll be sure to make him aware of that one point.

Mr. FREDICKING. Well, I know when we had an OE team in to visit our county, we were criticized because they didn't think we were covering our parochial schools properly and she jumped me on one school where we were only working with 2 children and there were 69 students in the school. She jumped me hot and heavy and then I

said, "OK, the guidelines state we can only work with children living in an eligible attendance area." She said, "Yes." I said, "Don't the guidelines state we can't work with children living out of the State?" She said, "Yes." And I said, "Don't the guidelines state we can't work with children living out of the county?" She said, "Yes." I said, "Then, there's only five children in that school that live in Campbell County and only two of them live in eligible attendance areas." So, this is an idea of what we do run into.

I think we have a problem in selecting students whereas we have to go into an eligible attendance area. It's easy to be said to be done, but when you have children transferring from one school to another, when you have dropouts from 16 years old to 21 and so forth, and you try to find out how many children are living in attendance areas. I think it would be better if we could have the regulations state—selecting from enrollments in your schools and your hot lunch count or whatever you could determine and selecting the children from enrollment than from living in eligible attendance areas. It would be a more realistic picture of each school.

I also feel that by doing this, we could possibly get more students eligible for title I services.

Comparability, we've had problems there, nothing major, but just like this year in one school, we had—I had to change the secretary's job from part time to full time to help make that school comparable. The pupil/teacher ratio was excellent but the financial end of it was off so we had to just hire the secretary as a full-time secretary to make that school eligible and to me, this is one place where comparability could be corrected.

Chairman PERKINS. Yes.

Mr. FREDICKING. This is one of the big things, like I will make three or four comparability reports each year just to keep Mr. Slash and the personnel informed as to the changes being needed in the school system as far as transferring teachers and things like this so we can remain comparable and that's an awful lot of work for something like that. Of course, you don't know how children are going to move from June to September and things like this. And comparability creates quite a few problems that way. Cabell County has always gone out of their way to stay comparable and anything, following the guidelines. We feel we have an excellent program. We feel that this regulation of teachers who can't do duty will create problems. Of course, our State department hasn't enforced it yet, and they've had two findings but they just don't agree with that. But I think that we will be eventually forced to do this and I think this—I don't believe this is the intent of the law in any way, shape or form. I think the important thing is to work with children, those teachers who are working with the children in the classrooms, get to know the children on the playground, get to know them in the lunch period when they're working lunch duty and so forth, this will help the program. There's more to teaching a child than just working with him in that classroom.

And I think this is one way that would help our program and help all the programs. Well, the thing we would like to have, we would like to know how much our allocation will be before we write our program.

Chairman PERKINS. We hope that that will be announced shortly. We have been trying to expedite that whole matter throughout our hearings in the first year and I think we have—it may have soaked in at long last. At least, we've got that commitment from the Office of Education and from HEW. So you will get your notices much earlier.

Mr. FREDICKING. I know the Congressmen have been upset by carryover funds but, gosh, when you have to plan on a program with 15 percent less than you made the year before when you have no idea how much money you're going to get and you plan your program and you get your office set up and then you get say \$100,000 extra or say \$150,000 extra, what are you going to do with it?

Chairman PERKINS. Well, I think we're about to get that point remedied. It took us a long, long period of time to get to forward funding. We started it in 1970 and then they dropped it out a couple of years and Al and I worked on it jointly and finally, we made it stick, I think. And this is going to cure your problem when we made it soak in to the administrators in Washington. It's been a hard, difficult task.

Mr. FREDICKING. Now, we have had troubles with parent advisory councils in this way. We have our local school council and a lot of times the only way they will even come to a meeting of our home school coordinators is to go get them and bring them. And when we have our district meetings, we only have seven, and to bring in 26 parents—and we have trouble getting them in there. They don't seem to have the interest they should have. And we've done everything. We've had dinner meetings and we've done everything. There's a lack of interest in our areas.

Now I don't know if it is because of the so-called mandated math and reading, but I think this is—if there is some way we could possibly change the way they are selected in each school might be a help that would make them more interested.

Mr. QUIE. Who, the coordinators?

Mr. FREDICKING. No, the way the parent advisory council—

Mr. QUIE. Parent advisers.

Mr. FREDICKING. See, the parents are supposed to be selected by parents.

Mr. QUIE. Uh-huh.

Mr. FREDICKING. But how many parents would be interested enough to come out. And I think that maybe this is one way to look into it, is a different way of selecting the parents for the parent advisory council in the school.

Mr. QUIE. And do you have flexibility to do that now, or is that—

Mr. FREDICKING. Well, the way we feel it would be better, and I may be wrong, but I feel that maybe if the parents could select—the principals could possibly select parents that they know are interested in school and the activities. This would be better than parents selecting parents that won't even come to meetings and so forth.

Chairman PERKINS. You go ahead a minute, Al.

Mr. QUIE. OK.

Chairman PERKINS. You may want to make a statement for these college presidents out here. They are here wanting to ask us some questions.

Mr. QUIE. Oh, are they?

Chairman PERKINS. There are six or eight of them and they want to know where we stand on these proposals.

Mr. QUIE. If you need some help out there, tell them I am for tax credits.

[Laughter from the audience.]

Mr. QUIE. One other thing that I would like to pursue here, because to me it is really unacceptable to have two students, both of whom are 2 years behind grade level, and one of them is able to get in the program because he lives in an attendance area that is a target area, but the other one is not able to get into a title I program.

Mr. FREDICKING. I agree.

Mr. QUIE. It is just terrible that we do that. The other thing that you raised is that if you attend a target school and you are from the right attendance area and you are 2 years below, or in fact 1 year below, or in—according to statistics that 35 percent of the kids in title I are neither poor nor underachievers. So you know what we are reaching into.

And then over in some other non-target schools, there are underachievers who are poor, that aren't getting any help at all, and it is ridiculous.

The question I want to ask relates to the problem with the sort of assumptions held by some of my black colleagues, that blacks have not been treated well because the tests are biased in favor of a middle class white background and, therefore, are not fair. You know the arguments that tests are skewed against the blacks.

Because of that, many people are saying that if you go to achievement tests instead of poverty, the knee jerk reaction is that the blacks aren't going to do as well. I try to tell them that if on the tests you don't do as well, you get the money, and so you benefit.

But I was wondering if that argument has ever been thrown up to you in the local school, or is that just something in Washington that some of my black colleagues raise?

Mr. SLASH. Well, I think that it is a question that does arise quite a bit, and there is—and I—are you meaning for identification purposes for the program?

Mr. QUIE. Yes.

Mr. SLASH. Well, I would say this: If you get to the point where this is—why not have teachers to help identify these students? Teachers know students—

Mr. QUIE. Better than anybody else.

Mr. SLASH.—better than anybody else, and a lot of times their evaluation of the ability of a student will do you more good than what they do on a test score. So if you could have a combination maybe some way or another of teacher identification and testing, or whatever combination you want, I think you probably could overcome some of this to get them into the program and give them some help.

Mr. QUIE. Uh-huh.

Mr. FREDICKING. Well, like right now, when we identify our children who are in the program, we do put out a form for the teachers and they identify their children below grade level. And then our

people will test these children. It wouldn't be that much more difficult to go to all of the schools and get this information.

Mr. QUIE. Uh-huh.

Mr. FREDICKING. Now the testing might be a little more difficult to work that out and get a test that would be valid for all children, but this would be—

Mr. QUIE. Don't you use the same test in all schools in the school district now?

Mr. FREDICKING. Yes, sir. Yes, sir. But I mean, we are always thinking of other areas, I mean, whether all the tests would be valid or not.

Mr. QUIE. Oh, I see. I thought you were talking about the school district.

Mr. FREDICKING. Or we could use a local test in identifying children. This might be fine.

Mr. QUIE. Uh-huh.

Mr. FREDICKING. But the question is whether you write the law it is going to be a local test or a test for the whole country, or the whole regional area or something.

Mr. QUIE. You probably noticed that I would like to go to achievement over the whole Nation.

Mr. FREDICKING. Yes, sir.

Mr. QUIE. But I recognize that isn't going to be possible. I am not going to get into that, embroiled in that kind of battle, fighting amongst the States based on testing, because people haven't seen any of those tests. There is a fear of national testing so everybody has to teach to the test. That is sort of ingrained in us, just like we don't believe in a national police force in this nation. We don't believe in national testing at all. So we are going to get off of that.

We have got to start at the local level, and it seems to me, as the testimony that you have indicated, that you are really ready now on the local level to use achievement.

What about in West Virginia, if you did have the option of making the distribution between school districts also on achievement rather than low income? Do you have any State compensatory education program now that is being distributed amongst the school districts, and what kind of problems would you run into if that option was given to West Virginia to be worked out?

Mr. SLASH. Well, I think perhaps that we might get into some problems in the larger populated areas where—or maybe in Cabell County and some with the larger cities on this type of thing.

Now the rural ones, I don't see—I don't think we would have too much of a problem there. But I would like to see it.

Mr. QUIE. You would like to see it.

Mr. SLASH. Uh-huh.

Mr. FREDICKING. Well, I talked to the State Title on the record and I told you—well, I talked to him, what was it, on Wednesday? And he said he would like to see it go into an educational method of determining eligible schools.

Mr. QUIE. Uh-huh.

Mr. FREDICKING. That is what he told me, and that is one thing I am glad to have the opportunity to let you know that. This is one thing we would like to see done.

Mr. QUIE. Uh-huh.

Mr. FREDICKING. But now the paperwork, this meeting we went to was on evaluation. Now our paperwork will triple.

Mr. QUIE. On evaluation?

Mr. FREDICKING. On evaluation alone. We figure it will take 2 to 3 weeks so, of course, West Virginia is going to various companies to do their evaluation, various counties are, because of the piling in. The effort would cost more for us to do them ourselves than to have them done by these companies.

Mr. QUIE. One of the things I want to congratulate you on is that you said in the past 6 years title I has shown the following average gains in remedial reading, 1.4 months for each month taught. Now that is a spectacular gain. Then in math you had a month per month. You are running a good program there.

Mr. FREDICKING. We went down last year because of the weather and missed so much school.

Mr. QUIE. Uh-huh.

Mr. FREDICKING. And so we went down, and that pulled our average down a little bit last year.

Mr. QUIE. It should have been a little higher than this?

Mr. FREDICKING. Yes, sir.

Mr. QUIE. That is exceptional. That is really all the questions that I have. I appreciate you coming down and testifying. Naturally I like your testimony, too.

Mr. SLASH. We appreciate your having us. We really do.

Mr. QUIE. OK. How about the rest of you, are you—

Mr. WAY. We are from Ohio.

Mr. QUIE. You are from Ohio. OK. We had better let you say something then.

**STATEMENT OF MAX W. WAY, ASSISTANT SUPERINTENDENT,
SCIOTO VALLEY LOCAL SCHOOL DISTRICT, PIKE COUNTY, OHIO**

Mr. WAY. We have probably two opposites here from Ohio. I am from a small rural school district, and my name is Max Way. I serve as assistant superintendent in a small school district with an approximate 1,600 student population. And in districts of this size, why, administrators wear many hats. But the major part of my responsibilities are concerned with special programs, and especially federally funded and our own State compensatory program.

I guess the one thing I have observed, since I have been with title I since its very beginning, I have observed really that it has made a tremendous difference in our school district as far as the overall achievement gains, you might say, in the elementary schools. We still have some problems in the secondary as far as maintaining this achievement, especially junior high on up.

I would like to state that I have listed in my testimony that this really made us take a look at, you know, what causes student problems. And involving both staff, parents, in assessing the needs, we have been, I think, a lot better able to overcome a lot of the problems we had.

I am certainly for student—or that is parent advisory councils. They have done a tremendous job in our school district, in the in-

dividual buildings and also on the district level. I like to see them operate at the building level, I guess, because in our district we have some differences among the buildings. I think they are more aware of the needs locally than they are in the other aspect of it.

Ours has become sort of a concerted effort as far as staff, title I staff is concerned. One of the things we have been able to do over the years is actually select highly competent people and train them to be specialists in the area since all of our monies are spent in grades K through four, with the exception of this year. We are experimenting in grades five, six, and seven with a couple of retired teachers that we have hired for 140 half days who will give us really 180 full days, when you come right down to it. They are very dedicated people.

We are and have always pulled children out of the classroom. I am not sure that in our situation where we have some open spaces classrooms and so forth whether we could actually utilize the title I staff more appropriately. I don't think we could in our classroom situation.

Pulling the students out of our classrooms has not presented any problems for us. As a matter of fact, we have nontitle I parents on our advisory council as well as title I parents, and quite frequently I get a lot of flack from those. "Why can't our kids be in the program?"

You know, title I has a good image in our school. Our title I staff and the regular classroom staff do coordinate efforts and communicate a lot. This I think can testify as to our building principals being sold on title I and the activities, I think—

Mr. QUIE. Elaborate a little more on that, some of the nontitle I students' parents say why can't their children be in the program?

Mr. WAY. Yeah.

Mr. QUIE. Are they behind grade level?

Mr. WAY. No.

Mr. QUIE. Oh, I see. They want to be in it even though they are—

Mr. WAY. In other words, it is a successful activity and the kids enjoy it there. There doesn't appear to be—historically in classrooms, you know, we put kids in bluebird, redbird, whatever it might be classifications anyhow. And the fact that we are pulling them out for 45 minutes or an hour a day does not seem to disturb that child at all. As a matter of fact, it is a very, very, you know, enjoyable experience for him. Anything that brings success, which our title I program has.

I guess the one thing I am concerned about is the fact that we do not have enough funds to extend these programs for additional years for students. We concentrate on K through three really, and some students in the fourth grade. But we find that after the title I services cease at times, because historically teachers, as we get higher up the ladder, become more discipline oriented and book oriented, and the child is still experiencing some difficulty in reading. The achievement gains are not as pronounced as they have been in those first few years, and I would like in some way to extend these services for some specific kids who need the reinforcement and help. And a lot of it is a personal reinforcement, the fact that he is being nurtured. He is being encouraged to, you know, continue to study and make gains.

I think this is true with all of us. We get a pat on the back, a lot of times it helps considerably.

I do have to compliment you people at the Federal level for making these funds categorically, or categorical in nature. I guess I would like to see that continue. We in Ohio right now are—I call them teacher unions and so forth. I spent a good part of my life in business and industry. I am a lot more product oriented, and I think that by continuing the categorical aspect of this that we are more able to pinpoint and direct these monies where they need to be spent. But in our own case for more general aid. We would have teachers and noncertified people negotiating for these funds which would, to me, destroy the effectiveness of the programs and the intent of the programs.

I am not sure whether this is true in other States, but it certainly is in our area. We have suddenly become highly involved in the negotiations process, and it concerns me as to the effect it might have on children if funds like this were opened up for negotiation, and I certainly would not recommend that at all.

Parental involvement, one of the things I think that we have been successful in doing in our school district and our community is trying to reach these parents at the most early age possible. The last few years we have been trying to coordinate our efforts with the Headstart program, the Child Development programs that are funded through title XX and Appalachians Regional Commission monies, and try to get as much information and coordination between our program as those, reaching the parents, the staff of those, coordinating the learning process, the educational activities so that we know where these kids are when they are coming into school, who is going to have problems, those kids who are handicapped and who need other special services.

I would hope that the legislation would probably try to stress this coordination, title I or the various federally funded programs.

One of the things that we have noticed especially, and one of my responsibilities is a rather large geographic—about a good part of southeastern Ohio, an adult basic education program. But the parents who are involved in adult basic education are very inclined to become more involved with their children's activities in school. As a matter of fact, many of these people in our area actually enter adult basic ed classes to be better able to help their kids in school. And in many ways I have to put in a plug for ABE. We have been able to document year after year that it more than pays for itself, anywhere from four to ten times what we are actually spending, which is about a \$100 per pupil, which is peanuts when you come to educational costs. It is one of the things in our district, we have almost cut the welfare recipients in half, and I attribute a lot of this to people becoming involved in adult basic education and becoming more employable. And in turn it has had its spin-off effects on our public school in that those people become a lot more involved in public school activities.

I guess maybe I am a little unique, as I stated before. I have spent quite a bit of time in business and industry, and part of that along with being an educator. I am for accountability. I want to know where the money is being spent and how, you know, what dollar benefits it brings in. I think the accountability aspect of especially

title I and some of the other programs in our region—I am sure the major cities have always had a certain amount of cost effecting disability with their programs. But in our area I think it has affected our total educational program. It has really made us a lot more accountable for what we are doing; the fact that it has had real spin-off effects, the fact that we are really looking at educational programs in terms of what are our student needs, what can we—how can we best spend the money to effect good quality education for our kids?

In that respect I would hate to see the accountability aspect of it I guess discontinued, or even weakened in any respect.

The area in which I live happens to be a little unique in that we have a multibillion dollar atomic energy plant in Pike County, in our school district. Yet this same school district has about 46 percent low income. We derive no taxes other than 874 funds from the, about 10 percent of our student population, parents do work at the Federal installation there, the gaseous diffusion plant—

Chairman PERKINS. Just a minute. On a side issue, how much impacted money do you receive in Pike County, Ohio?

Mr. WAY. In Pike County, I can tell you what our school district receives. Which is, we received last year \$26,000.

Chairman PERKINS. Yes.

Mr. WAY. Now that is a sizable chunk of money for about 150 kids. I will say that. And it does help.

The surrounding districts, Waverly City School District receives—now the plant is in our district, but Waverly City and Chillicothe, Portsmouth and some of those receive considerably more, because many of the plant workers do live in those communities, and I am sure they benefit even greater than we do. We are in the process of building, as you well know, another multibillion dollar centrifuge plant on that same site. I am fairly confident that the Department of Energy has done a lot better planning on this than they had on the last. We had about a quarter of a million people dumped into our area for 4 years the last time, and it drove us up the wall.

I think the way they are projecting is a lot of the construction people from, or workers from, or for this new site, or new plant, will come from the area, southern Ohio and northeastern Kentucky and so forth. I hope this is true so that we don't have a tremendous impact of so-called migrant construction workers because our schools, believe it or not, are at a maximum right now.

Chairman PERKINS. When you first started the project, Al, we got a little of the impacted money in Green County, a few hundred dollars. Now we don't get a dime.

Mr. QUIE. Uh-huh.

Mr. WAY. This is one thing I would hate to see be limited across county lines or out of the county, because there are a number of school districts around us who do benefit and it does present some real problems for them as far as, really employer concern. That is the part B moneys under 874.

I have included that in my testimony because right now it is of grave importance to us, the fact that this is a new facility that is going in.

I have been very general, I guess, in my statements. Since we do have a high concentration of low-income families in our school dis-

trict and in our region, I notice that there is a proposal to add, this concentration, or additional funds for this. I would be heartily in favor of that because it would benefit somewhat.

I would hope that there would be some sort of an equitable formula for distribution of this so that we in rural regions would get, you know, at least a fair share of it.

I would think that, you know, it has to be distributed equally because we certainly have a tremendous need.

One of the things, as I read it, was to offset the increased costs. We are a minimum school district, pay minimum salaries, and have—you know, try desperately to meet the minimum educational standards in our State and national. And what we consider—or what somebody else considers a low cost is pretty high cost to us because it is all we can afford. With our teachers starting out at \$8,400 and so forth, it is hard to attract competent people.

I guess I would recommend the reinstatement of part C category in that if that is the way it could be distributed. Many of the concerns I have have been, you know, stated by others here. Just, you know, in brief I guess I would like to state that I certainly appreciate you gentlemen's effort in our behalf because, as you stated, Chairman Perkins, you know, you thought it was going to help Appalachia. And to our degree, it has been a godsend to us and has helped us considerably. I don't know what we would do without it.

Chairman PERKINS. Thank you.

[Statement of Mr. Way follows:]

TESTIMONY BY MAX W. WAY, ASSISTANT SUPERINTENDENT, SCIOTO VALLEY LOCAL
SCHOOL DISTRICT, PIKE COUNTY, OHIO

Mr. Chairman and members of the committee, my name is Max Way. I represent the Scioto Valley Local School District of Pike County, Ohio, a rural community located in the Appalachian foothills of Southern Ohio. I serve as Assistant Superintendent for the district. A major part of my duties and responsibilities are related to the supervision and coordination of a number of categorically funded educational programs and services.

I truly appreciate the opportunity to present testimony on the elementary and secondary programs that provide much needed services to the students in our region.

My remarks will be limited to those programs and services with which I am familiar. They will include some concerns and recommendations which I believe to be representative of those of most educators in our region.

First, I would like to state that, over the past twelve years, federally funded elementary and secondary educational programs have greatly improved the educational opportunities for significant numbers of disadvantaged youth in our schools. I believe that, as a result of the involvement of staff and parents in educational needs assessments and program planning, the quality of our over-all educational program has improved greatly.

During this period of time, I have observed our elementary reading achievement score norms go from well below national averages to rankings that compare favorably with and often exceed the national norms. Much of this success can be attributed directly to the Title I services provided for specific children in the primary grades.

This is reinforced by the fact that many of these youth do not continue to make the same level of educational gains after Title I services are discontinued.

I sincerely hope that reauthorization and future funding might be at a level where service could be provided for some youth throughout most of their school years. Our present funding level allows us to serve only slightly more than one-third of our eligible student population in grades K through 12. Our current services are concentrated in grades K-4, where we believe we can derive the most long range benefits.

I would like to further report that the categorical nature of the compensatory programs, while experiencing some difficulty in the early years, has had some extremely positive effects in our system. To name a few:

1. Student Needs

We have become more acutely aware of specific student needs and programatic changes necessary to alleviating them.

Annual program and student assessments have brought about a more concerted effort to improve our local educational programs.

2. Special Staff

We have been able to select and train special staff to provide much needed services for significant numbers of the most needy students.

Individualized and small group instruction for identified youth has paid off in terms of achievement gains, improved attitude, increased participation in school activities, and

better attendance patterns among these students. Communication and cooperative planning with classroom teachers and parents has improved steadily over the years. These special staff members have become a vital part of our educational program. I would recommend that the special service staff efforts continue to be directed toward the students most in need.

3. Parent Involvement

Mandated parental involvement has resulted in greatly improved school-home relationships and a greater community awareness of and participation in the educational process.

Both Title I and Non-Title I parents serve on our Parent Advisory Councils and are very much involved in program planning and program review. Perhaps our most successful parent activities have been some special parent training workshops where specific skill building activities and materials are developed for home use. Teacher-parent conferences are scheduled through out the year which provide for one-to-one communication related to the individual child's needs.

There exists a continuing need to involve the parent and student in home based activities which will reinforce and maintain skills. This is especially needed during the summer months with the very young child in order to insure a carry-over to the next school year.

I would like to add at this point that there appears to be direct correlation between the parent's participation in adult education activities and their interest and involvement in their child's educational program. Our district administers a multi-

county Adult Basic Education program which has an enrollment of more than 1000 adults annually. Our follow-up data and current program information indicate that most parents of school aged children who are enrolled in these programs are vitally concerned with, and take a more active part in, the education of their children.

Many parents enroll in the purpose of becoming better able to assist their children at home. I would highly recommend the continued emphasis on parental involvement.

4. Accountability

Program and fiscal accountability, required in the legislation, have resulted in sound effective programs that, to a degree, fulfill the intent of the original legislation. I further believe that an awareness of the outcomes and accountability practices under these programs has helped to bring about a closer look at our general educational programs and serve to improve the overall management of them.

Program accountability is demanding in the terms of time and effort. However, I believe that any move to weaken this aspect of the legislation would seriously damage, if not destroy, its current effectiveness. I would recommend that these programs continue to be categorically funded.

5. State Department Assistance

Our State Department of Education, strengthened as a part of this legislation, has been able to provide invaluable technical assistance to the local district in program development and review. Under their auspices, more effective staff develop-

ment programs and the sharing of appropriate methodology has been affected.

Findings and materials from special demonstration programs have been disseminated. Districts have been encouraged to develop adaptations of the most effective programs to serve local needs.

Administrators, in small districts like ours, wear many hats. It would be difficult for us to find the expertise that the State Department of Education provides on request.

Any move to weaken State control and responsibility for programs would certainly have an adverse effect on our capabilities.

These and many other aspects of federal elementary and secondary educational legislation have had a positive and long lasting effect on our efforts to improve the quality of education for our youth.

My remarks to this point have been related to the positive effects of the elementary and secondary educational programs and the recommendation for their continuance as categorically funded programs.

I would like to share some of my concerns and recommendations as they relate to the proposed legislation.

First, the proposed amendments to ESEA Title I, which would give supplemental funds to districts with a high concentration of Title I - eligible children, is of great concern.

Approximately 46% of the students in the district I serve are from low income families. Considerably less than half of

these are A.F.D.C. children. Many of the parents are seasonably employed in timbering and agricultural work. They are small land owners, proud, productive ~~people~~ who are sincerely concerned with providing quality education for their children. While our district's per pupil expenditures are at about the average for Ohio, we find it increasingly difficult to meet minimum educational standards and : salaries mandated by the state. ~~What~~ might seem to be low to average cost to some, appears extremely high to us in the rural areas.

I would hope that, should such supplemental funds become available, an equitable distribution formula would be devised to assist all qualifying districts. I would endorse the reinstatement of supplementary appropriations under a separate section, such as the former Part C, which could address the problems of specific districts.

Secondly, I have a ~~grave~~ concern related to the coordination of other federally funded programs with public school programs. We have found that, through working cooperatively with Head Start and Child Development Programs in our area, we have been able to influence the programatic planning of both the pre-school and in-school curriculum to better serve the needs of the children involved. The sharing of information, cooperative staff-parent planning, and the early identification of handicaps has greatly improved our ability to develop appropriate educational programs for these children.

My previous statements regarding parent's participation in Adult Basic Classes indicates a real need to closely coordinate the Adult Basic Program with those involving pre-school and school aged youth.

I would recommend that the coordination and cooperation of those programs, that serve essentially the same target population, be

stressed in future legislation.

Thirdly, I believe a great amount of paper work could be eliminated by allowing districts, which do not essentially change programs from year to year, to submit multi-year project proposals. These would be modified or changed only as the need arises. Annual submission of basic data and budget information would continue to be required.

My further concerns are related to the proposal to cut back drastically on Impact Aid, PL 874.

For the past twenty-five years our district as well as those surrounding us have benefited somewhat from the Atomic Energy Facility located in the Scioto Valley School District. This same site was recently selected for the location of a new centrifuge process plant.

The projected six to eight year construction phase of this new facility coupled with the current retrofitting of the existing facility has serious implications for the educational systems in the area.

It is projected that peak employment during the construction phase of the centrifuge process plant will be almost eight thousand persons. This number, in addition to approximately three thousand persons currently employed in the gaseous diffusion plant, will have a definite impact on our schools. Most schools in the immediate area are at or near their capacity. It is our hope that most of the construction work force can be gathered from Southern Ohio and Northeastern Kentucky. This would tend to relieve the local impact and defuse the employment benefits throughout a region desperately needing employment opportunities.

The construction and operational phases of the facilities make

them the major employers in our area. Any elimination or reduction in aide for children whose parents work outside the county in which the school district is located would create tremendous hardships for our neighboring school districts.

We would be in opposition to any such recommendation or proposal.

In summary, I would like to restate that I believe federal elementary and secondary education programs have had a positive impact on the youth for whom they were intended. I am confident that the extension of these programs will assist us to expand and improve on the gains made thus far.

The continuation of the categorical funding of these programs will insure the maintainance of effort toward providing quality education for those whose needs are greatest.

I would encourage the continued emphasis on parental involvement in both the educational process and in an advisory capacity through parent councils.

I would recommend that an emphasis be placed on coordinating the efforts of federally funded programs serving various segments of the same target population.

I would also hope that the funding level of these programs would be adjusted to meet the ever increasing costs of providing service and the specific needs of the communities involved.

Mr. Chairman, I wish to thank you for the opportunity to present testimony. I would be happy to respond to any question you or members of the committee might have.

Chairman PERKINS. Identify yourself and proceed.

Mr. WHITE. My name is Moss White. Could I get a drink of water just before I start?

Chairman PERKINS. Yes, sir, Mr. White. You are from Cincinnati?

Mr. WHITE. Yes, sir.

Chairman PERKINS. Go right ahead, Mr. White. As title I coordinator it will be interesting to hear from you.

**STATEMENT OF MOSS WHITE, TITLE I COORDINATOR,
CINCINNATI, OHIO**

Mr. WHITE. I am really Director of Federal and special State programs in Cincinnati. I am certainly very, very happy to be here. It is the first time I have been at such an occasion.

I wondered how I was going to identify with all of these Kentuckians at first, because I have heard a little bit about you, Mr. Perkins. Always good, because Ray Harm thinks you are a pretty wonderful person. It just happens that one of our evaluators indicates that an Alec and Kate Spencer of eastern Kentucky, they were his grandparents and they were friends of yours a long time ago.

And, of course, the other thing, since my old man was from Richmond, Ky., I can claim I am a Kentuckian also.

All right. In Cincinnati we have a very large title I program. It is approximately four million eight hundred thousand dollars. Except for some small amounts of moneys that go into parent participation, special education and supportive services, it is entirely a reading program. About 95 percent of our moneys go into reading program in grades 1 through 8.

Chairman PERKINS. You don't have the resources to go on to the secondary level?

Mr. WHITE. I will get to that in just a little while. We don't. At one time we did have a secondary program. In the early 1970's I was the principal of a secondary school that had a title I program.

It has been our good fortune that Ohio does have a supplemental program called DPPF that can be used only in title I schools. So the Cincinnati School District receives about \$3 million from that program, and a major proportion of that goes to maintain title I type programs at the secondary level.

The first thing I would support would be that we continue to have the funds flow through the State Department of Education. I sincerely believe that for the large cities of Ohio without the support, without the help, without the expertise that we receive from our State Department of Education, our programs would not be as great as they are today and also we would not have the financial accountability that I think we do have in Ohio. So I definitely believe that the funds should continue to flow through the State to the local educational agencies.

Many urban superintendents have supported a change from the general aid concept with the belief that more children would be served. My view would probably be different from that of most of the superintendents, perhaps even my own, because I sincerely believe that a move toward the general aid concept would result in a dilu-

tion of the program and could destroy much of the present effectiveness. So I say that we should continue to mandate that title I be categorical in nature and that the intent of the program is no more different today than it was in 1965 and 1966.

Like the other school districts, the comparability creates major problems for us. We realize that they are needed to make certain that youngsters in our disadvantaged schools receive the same degree and caliber of services as they do in the other schools, and I believe our school system really has attempted it.

I would just suggest though that perhaps we go to a 10-percent variation instead of a 5-percent variation that we presently have. It would give us a little bit more leeway. It would certainly enable us to continue to try to serve more schools.

What happens in Cincinnati is that the funds in Cincinnati have been growing over the past few years. So therefore, we would like to include a larger number of schools.

But whenever we get into that situation, the fear of the comparability costs to the general fund makes us somewhat hesitate.

Second, I would ask that we be allowed to continue to use State compensatory funds in title I eligible buildings, and therefore have the option of using these compensatory monies in the determination of comparability.

In Ohio the State puts \$33 million a year into the State compensatory education program that goes only to title I buildings.

The primary difference between that program and the title I program is that there is a little bit more flexibility. So not only do we deal with academic scales, but we also deal with some medical needs, some dental needs, some counseling needs, some other types of needs that normally we cannot provide in the title I program.

Last, I would ask that if a building or a single attendance area in a school system is not comparable, then I would support what the superintendent here in Kentucky said, and that is that we should cut off the funds in that one building or in that one attendance area instead of denying services to all the youngsters in the school system. I think it is a much fairer way to implement the whole idea of comparability.

I urge the continued funding of title I—not title I, but Public Law 81-874 low-rent housing. In Cincinnati last year this was \$528,000. And I would take, given a choice, low-rent housing moneys over part C moneys. The main reason here again being that there is more flexibility in the use of the low-rent housing moneys in an area like Cincinnati than there is in the part C money.

I would maintain that in some way, if low-rent housing is put into title I part C funds, there should still be some types of rules and regulations that allow the part C moneys for low-rent housing to retain their own entity.

Now in the event that low-rent housing moneys are not continued, then of course I would support part C moneys. I would support part C as a funding package that allocates fund on either a numbers or a percentage criteria.

I would ask just for the record in item 5 that there be a slight correction made on the papers that I have given you.

[The statement of Mr. White follows:]

TESTIMONY BY MOSS WHITE, COORDINATOR, FEDERAL AND SPECIAL STATE PROGRAMS,
CINCINNATI CITY SCHOOL DISTRICT, CINCINNATI, OHIO

Mr. Chairman and members of the committee, my name is Moss White. I serve as the Director of Federal and Special State Programs for the Cincinnati, Ohio City School District. It is my understanding that I have been invited to testify at this hearing because of Cincinnati being a representative large urban district. This opportunity to present testimony on the Title I program and its reauthorization is sincerely appreciated.

The fiscal year 1978 Cincinnati Public Schools Title I allocation is \$4,800,430. Our present Title I program serves slightly over 5,300 youngsters in 37 public and 9 non-public elementary schools. These students are served through three (3) academic components/projects: Early Childhood Education, Growth in Academic Performance and Behavior Learning Problems. The Cincinnati Public Schools also has established a separate parent advisory component. In addition approximately 250 youth who reside in institutions for the orphaned, neglected and delinquent (OND) are served by our Title I program, primarily during the summer.

Except for the rather small percentages of funds that are used for parent participation, Special Education projects and supportive services, all Cincinnati Public School Title I funds are used for supplemental reading programs.

We have been encouraged by the successes of the Title I program in Cincinnati. In 1976 our Early Childhood Education - All Day Kindergarten project was cited as one of the twelve exemplary reading programs in the nation. For the past two school years our Growth in Academic Performance project has made gains that far exceed expectations at grades 2, 3, 4, 7 and 8. We are seeking to ascertain the means to bring projects at grades 1, 5 and 6 to similar levels of attainment. The Cincinnati Parent Advisory

Council has made significant gains in the areas of parent participation, program evaluation and in the development of mutual trust between partners (parents and educators) interested in helping children to learn.

I have attempted to provide you with a brief overview of Title I as it presently exists in the Cincinnati City Public Schools and to call your attention to the general thrust, intent and successes of our program. The majority of the remainder of my presentation will concern itself with recommendations for the refunding of ESEA Title I. In most cases, you will be presented with a picture as seen by a Federal and Special State program director of a large city. It will not always be consistent with the view as seen by a large urban superintendent, who must by the very nature of his/her position be more global in approach. I will attempt to separate the two views, if and as I see differences. Please help me by phrasing first mentally and then verbally, concerns and questions as they arise relative to my recommendations.

Recommendations

1. State Coordination of ESEA Title I Programs

In August of 1972, a totally new staff was appointed to operate the Title I program in Cincinnati. Without the expertise and support of Ray Horn and the Ohio Department of Education staff the Cincinnati program would not have survived in a successful way. Over the years the Ohio Department of Education has continued to provide effective direction, consultation, innovation and leadership to the Title I program. It is my recommendation that Title I funds continue to flow through the State

educational agency (SEA) to the local school agency/district (LEA).

2. Categorical Aid Concept

Many urban superintendents support a change to the general aid concept with the belief that more children can be served. As a director of federal programs, it is my belief that a move toward the general aid concept would result in a dilution of the program and could easily destroy much of the present effectiveness. Therefore, I urge that you continue to mandate that Title I be categorical in nature and that services be concentrated. If a move toward the general aid concept is mandated by Congress, I believe Congress should put into the rules and regulations language that will guarantee that youngsters whom the act initially recognized as needing to be served will continue to be served. The original intent of Congress in establishing Title I of ESEA is as valid in 1978 as it was in 1965 and will continue to be so for the foreseeable future.

3. Comparability

Meeting comparability requirements has caused serious monetary problems for many systems. I suggest the following:

- a. Allow a 10% variation between the non-served average and each building served. If this cannot be accomplished, at least allow the 10% variation during the first year that a new attendance area or building is to be served by the Title I program.
- b. Continue to allow states, such as Ohio who places all its state compensatory funds (\$33,000,000) in Title I eligible buildings, to have the option of using state compensatory funds in determination of comparability.

c. If a building/attendance area in a district is not comparable, cut off and/or withhold Title I funds from that building rather than penalizing all participating Title I buildings/attendance areas and their students.

4. PL 81-874 Low Rent Housing

I urge the continued funding of PL 81-874 Low Rent Housing. Given a choice PL 81-874 would be desired over ESEA Title I Part C since PL 81-874 allows a degree of flexibility not found in the proposed ESEA Title I Part C plan. PL 81-874 allows for Title I program participation without mandating Title I comparability standards. Such funds, therefore, allow school districts to plan for eventual Title I participation and at the same time provide services to youth that would not otherwise be available. PL 81-874 Low Rent Housing funds should not be a part of the new Part C unless its funding and regulations are maintained as a separate entity.

5. Part C

There seems to be a growing inclination to support a restoration of ESEA Title I Part C funding. The intent appears to try to benefit urban and rural districts. Such an intent seems logical and justifiable since the vast majority of educationally disadvantaged youth are poor minority and/or poor Appalachian who live in urban or rural environments. In the event the Low Rent Housing program is not continued, such funding should be equal to at least the 1976-77 school year PL 81-874 Low Rent Housing allocation. I support a Part C funding package that allocates funds based on either a number or percentage criteria. In order to support the concentration concept there should be a minimum number of eligible youth necessary to qualify for funding regardless of the percentage. Legally the formula should allow urban and rural, large and small school districts to be served in a fair way, consistent with the

concentration concept.

6. Follow the Child Concept

Information thus far available indicates that the existing rules and regulations allow for Title I services to be available for youth who, for a variety of reasons, transfer from an eligible Title I school. In many cases, because of population shifts or transfers, the formerly non-eligible school/attendance area now becomes both Title I eligible and participating. In addition ESAA funds allow for such services. Therefore, I recommend that Title I rules and regulations not be amended to allow Title I funds to "follow the child."

7. Use of Title I Personnel/Staff

Over the years there has been much discussion over the use of Title I personnel for non-instructional duties. As a former principal, it has been my observation that in many situations the inability of Title I personnel to perform usually acceptable teacher or aide services such as recess, playground, hall and lunchroom supervision has created a cleavage between Title I and General Fund personnel. Such a cleavage, all too often, is to the disadvantage of the students whom all should be committed to serve. Therefore, in a reversal of the stand previously taken, I recommend that Title I personnel be allowed to perform these regular, specified tasks that should not interfere with their ability to deliver supplemental instructional services. Responsibility for monitoring should remain with Title I program personnel.

8. Summer Programs

There seems to be a growing support for Title I ESEA summer programs. I am not opposed to Title I ESEA summer programs as such. However, school

year academic programs are usually more beneficial to youth than are summer programs. Therefore, it does not make sense to encourage the funding of new summer programs when presently only about 50% of eligible Title I students are served by the existing year round program in the Cincinnati City School District.

9. Parent Advisory Councils

The Parent Advisory Council (PAC) should remain advisory in nature. Local school districts, however, should be charged with the responsibility and accountability of making parents a welcomed, integral part of the Title I operation at each participating school. It is essential that each school have a PAC and that a majority of the parents on the PAC be parents who have children in Title I or who have had children participate within the last two years. The opportunity for parents, like educators, to participate in constructive, well organized state, regional and national meetings should be afforded.

10. Affective Skills

It is recognized that the development of academic skills is perhaps the most basic need of poor and minority youth in our nation today. Title I is attempting to remedy this need. I am certain that you as educators and politicians equally recognize the need for poor youth to have a positive self image. Should additional funds become available special attention should be given to meeting the imagery development needs of poor urban and rural youth. Then attention could be given to using Title I funds to provide special affective type in-service programs for administrators in Title I buildings and for providing those health, attendance and counseling services that affect the academic development of youth.

I am appreciative of the fact that the present administration has requested the largest Title I authorization in the history of the program. I am appreciative of your efforts, as elected representatives, to see that the opinions of educational line personnel are solicited and considered prior to final program approvals. Mr. Chairman, thank you for the opportunity to present testimony and recommendations on ESEA Title I. If you or any members of your committee have questions, I will be most happy and pleased to respond.

Mr. WHITE. It says:

There seems to be a growing inclination to support a restoration of ESEA title I part C funding. The intent appears to try to benefit urban and rural districts. Such an intent seems logical and justifiable since the vast majority of educationally disadvantaged youth are poor minority and/or poor Appalachian who live in urban or rural districts. In the event the low-rent housing program is not continued.

Then the sentence here that should be inserted is: I support a part C funding package that allocates funds based on either a number or percentage criteria.

And then that other sentence comes in, that "Such funding should be equal to at least the 1976-77 school year Public Law 81-874 low-rent housing allocation."

Much concern has recently been given to the follow-the-child concept. I would maintain that at the present time that usually when youngsters leave the school system—or not leave the school system—a title I building with the transfers and so forth that are going on, our experience is twofold. In many cases enough youngsters leave so that that building that was not eligible does become eligible and participating.

Secondly I would note that the 5 percent of ESAA moneys I think leaves a significant amount of money to handle that type of situation.

I maintain that since we don't serve the number of title I youngsters that are eligible in the building, that those moneys should remain in the building that is usually in the disadvantaged area instead of following the youngsters who leave.

In terms of title I personnel, I support what someone else has already said, and that is the fact that presently because of the very tight nature of the title I program, that there are sometimes differences between the teachers who are funded by title I and those who are funded by the general fund.

I would maintain that normal noninstructional duties, like lunchroom supervision, hall supervision, playground supervision, that these can in fact be done by title I teachers, and that in fact by doing this you have a better relationship with the teachers that in the end would benefit the youngsters.

I would also say that the responsibility for monitoring this program though should be assigned to your title I person in the district. It should not be the responsibility of the general fund person. That way I think we have more get go, and I think if you work effectively with your State you can monitor that program in an effective way.

There has been some thrust for summer programs, and I am really not opposed to summer programs as such, but I believe that the year around programs benefit youngsters far more than summer programs. Title I law basically implies that you should serve the same youngsters in the summer that you serve in the school year. I have found that this is difficult. Youngsters get tired of school sometimes. They like a break too.

And if you are going to serve them in the summer, they want some recreational activities as well as academic activities, and the program does not really support that.

Also we only serve 47 percent of our youngsters in Cincinnati during the regular school year. So therefore it would be much better

to support some more youngsters in the regular school year than to pick up youngsters for summer programs alone.

In terms of the parent advisory council, I support a parent advisory council in every title I building. We have had good fortune in Cincinnati. I think the parents have done a lot of teaching for us. We had some dog fights in the early years of the program, and I think sometimes that administrators and teachers really don't want or welcome parents into the program.

I think that poor people sense this very easily. They don't talk it, but they sense it.

During the last 3 years we have had sort of a reversal of a lot of things. Our title I Parent Advisory Council has an office in the Board of Education in downtown Cincinnati. We are on the second floor. They are on the ninth floor. They have got their own phone, their own operations.

We find that the more freedom they get, the more they come to us and the more trust we have.

I think that parents can be very effective in the program if we assert our belief and if we are accountable to them for the delivery of services to their youngsters.

I think that they are also entitled to have district, regional, and even national meetings as relate to the various title I activities. I think we have to accept the fact that our poor parents are going to be political, like everybody else.

The last item, I would like for you to recognize that if title I moneys do become increased, that we need to work more with effective skills, with the way poor youngsters look at the image of themselves. We need to be able to really put more moneys in things like counseling services, or medical services, or dental services. But those things should not come until after the basic needs have been taken care of.

But we should use title I moneys to make certain that educators, and especially administrators, are educated to the affective and imagery needs of poor youngsters.

I get windy sometimes. I appreciate being here today. I will certainly respond to any questions that you might have.

Chairman PERKINS. Did Dr. James Newman come in? Go ahead, Al.

Mr. QUIE. You have heard the line of questions that I asked the people of West Virginia, Mr. White. I notice that you mentioned that you do not favor changing title I rules to follow the child. What is your reaction then to the idea of giving the school district an option of using something other than low-income data to distribute the money to schools, say using the achievement basis?

Mr. WHITE. What I have found, Mr. Quie, is that still the greatest correlation between educational disadvantages is being economically disadvantaged. So I basically support the existing program.

What we do, for example, we test the youngsters in our schools who are eligible, and those youngsters are in fact tested in terms of where they stand, usually by the Metropolitan Test in Cincinnati. And we do place those youngsters on a first come, first serve basis in terms of academic need, which is a testing even at that particular point.

But I still believe that since we serve less than half of the youngsters in our existing program, I don't see any sense in changing to a testing method.

I really believe in a concentration philosophy. I would be very, very honest with you.

Mr. QUIE. Yes.

Mr. WHITE. And as such, then I think that the economic determination is probably the best method. It is not perfect, but I think it is the best known method to serve the youngsters in the title I program.

Mr. QUIE. Are you saying they do take the most educationally disadvantaged students first in the target school?

Mr. WHITE. We do. We start at the bottom and come up.

Mr. QUIE. You start at the bottom. Now in the target schools, do you divide the money according to the number of educationally disadvantaged children in that school, or the number of economically disadvantaged children in the school?

Mr. WHITE. What we basically do here again, we control our money centrally. So therefore we find the number of educationally disadvantaged youngsters in that school, and we serve approximately half of them, regardless of their economic status.

So therefore, you will have different amounts of money in the various 39 public and 7—37 public and 9 nonpublic schools served in Cincinnati.

Mr. QUIE. Yes.

Mr. WHITE. But we try to keep a percentage of about the same in each of those schools.

Mr. QUIE. OK. So that makes you different than some other school districts that divide the money according to the poor kids.

Mr. WHITE. This is correct. And in the same—

Mr. QUIE. They don't really know who is poor anyway.

Mr. WHITE. And then the same way also in determining which school areas are really poor, we get our—we have a working arrangement with the Hamilton County Welfare Agency in Cincinnati, and we don't get any names. But we get addresses and ages, and that is the way we place youngsters. That is the way we determine schools in Cincinnati.

Mr. QUIE. You do it on AFDC?

Mr. WHITE. We have the State AFDC count, because that is the determination of our DPPF grant, and that count is usually higher than the count we get from Hamilton County. But it is the statistical data that we get from Hamilton County that shows the residency where that welfare check at least is received as to the determination of which schools are eligible for participation in Cincinnati.

Mr. QUIE. So if the parents of a child have no more or less income from other sources than welfare, they don't get counted? You've got to be on welfare to be counted?

Mr. WHITE. We use strictly welfare in determining school district eligibility. Not determining individual eligibility, but eligibility of a school.

Mr. QUIE. You use welfare in determining district eligibility?

Mr. WHITE. A school district eligibility.

Mr. QUIE. District eligibility. So what do you use—I thought you used that also in determining which schools are eligible in the district.

Mr. WHITE. That is what I mean. I mean by the individual school district. See—

Mr. QUIE. Oh, I see. By school.

Mr. WHITE. What we will get, we will get the actual street address, the number of kids in a certain age group in the elementary, junior and senior high school district, and we use that as a basis for our going into—say in which elementary school, which junior high school, and which senior high school are eligible for Title I participation.

We don't put moneys into the senior and junior high schools, but we have to do that so we can use our State moneys which can also be used in elementary schools.

Mr. QUIE. But if a child comes from just as poor a family but they don't get welfare, they don't get help?

Mr. WHITE. This is—you mean in terms of whether a school district is eligible or not?

Mr. QUIE. Or whether a school in a school district is eligible.

Mr. WHITE. I think you would be correct.

Mr. QUIE. Yes.

Mr. WHITE. But what we have found out is that the count from our welfare and the count that we get from the State are pretty close to each other in numbers.

Mr. QUIE. Uh-huh.

Mr. WHITE. In Cincinnati we have about 22,000, the number we get as our count.

Mr. QUIE. What about the count that you get on educational achievement and the count on welfare?

Mr. WHITE. As I said before, here again that we only serve about half of our youngsters.

Mr. QUIE. Uh-huh.

Mr. WHITE. So therefore that in terms of educational achievement, we have—we serve about 5,300 youngsters at the elementary level. We have close to 12,000 youngsters system-wide at the elementary level who are able—who are eligible for such programs.

Mr. QUIE. Uh-huh.

Mr. WHITE. We don't serve all of our youngsters. We need more money like everybody else.

Mr. QUIE. But looking at the correlation now of the number of children who are poor according to your AFDC count within the county and the number of children who are educationally disadvantaged, according to your testing, do you have that information by school attendance area?

Mr. WHITE. We would know by our Title I school attendance area those youngsters who are eligible for the program and who are not receiving it. We would not know the nontitle I's.

Mr. QUIE. You wouldn't know?

Mr. WHITE. No, I wouldn't. Now our system—

Mr. QUIE. But should you have it in the title I, could you give that to us?

Mr. WHITE. As I say, approximately at the elementary level in title I we have about 11,000 plus youngsters who are eligible for

title I programs. Now by eligible, I mean that they are one and a half years or more behind average grade in accomplishment.

Mr. QUIE. Yes, but I would like to see the correlation. What I'm driving at is many people come in and say that there is a close correlation between the poverty and underachievement.

However, I'll give you two school areas in Detroit, both of them with about 32 percent poor. One of them had 50 percent of the children who were underachievers. The other one had 9 percent who were underachievers.

Now that wasn't a very good correlation it seemed to me. If you are going to use the concentration method, it would be better to put most of the money where there are 50 percent underachievers, rather than where there are 9 percent. However, they got the same amount of money at both schools.

Mr. WHITE. But here again, where I said how this is worked out in Cincinnati, though, and that's in our—in all of our schools. We have no school where we are able at this point to serve all of the youngsters who are eligible in terms of testing for the program.

Mr. QUIE. No, I recognize you aren't able to reach all of them. Does that mean that nobody who is above one and a half years below grade level is receiving any title I money in Cincinnati?

Mr. WHITE. This is basically true in Cincinnati.

Mr. QUIE. OK.

Mr. WHITE. See, the problem we get into is that under the present program when the youngsters get to the 33d percentile at the end of the year, you have to move them on again. And so our major problem we get is that we really aren't able to give the youngsters the degree of reinforcement that they need.

I would maintain as a former counselor that one of the things that title I does, is that in that pullout situation with a very small group working with your teacher and with your aide, that that youngster not only gets academic things, but gets those other benefits that makes that youngster more receptive and more able and feel more self-confident about receiving the academic program. I think that's one of the many strengths of title I.

Mr. QUIE. Do you have a school desegregation plan?

Mr. WHITE. We are not under mandate. If you remember, ESAA turned down our proposal. There are suits going on at the present time, but nothing has reached that state. We do have a whole series of alternative schools, which I believe is the Cincinnati attempt to meet its obligation that way.

Mr. QUIE. So in that case, if any alternative school, or in your schools where you have children from different attendance areas, if there were say 2 kids 2 years below grade level, one came from the title I attendance area and the other one didn't, the one gets the help and the other one doesn't?

Mr. WHITE. All right. But another thing we've found out is this: Is that as far as alternative schools are concerned, that from most of the data that I have been able to see, that the youngster who leaves the neighborhood school is either a youngster who is functioning better or his parents have a different concept of themselves as citizens. So they are upward mobility oriented.

We tend to find that the youngsters with the most serious problems still tend to remain in the neighborhood school.

Mr. QUIE. Uh-huh. That's understandable that that should be the case. Back to those figures in your title I schools of poverty and of achievement. Could you send them to the committee? Could I ask you to do that?

Mr. WHITE. I could certainly attempt to get them.

[Information requested not supplied.]

Mr. QUIE. Mr. Way, how do you feel on that matter of the distribution within the school on title I schools in your testimony this morning?

Mr. WAY. Well, we try to—again in ours—since all of our schools qualify, we have—

Mr. QUIE. All your schools qualify?

Mr. WAY. Yes.

Mr. QUIE. So you don't have target schools?

Mr. WAY. We don't have target schools.

Mr. QUIE. OK. But then you—

Mr. WAY. But we try to distribute the services as far as the needs of the kids are concerned. This is fairly flexible since we are small, and if I need an extra teacher in this school this year to serve. Which classes do vary. And the number, again, we go with just 33 and a third percent. Anybody who is a year and a half or 33 and a third in the lower third.

Actually we go the lower 25th percentile and down, because we, again, don't have enough to serve everybody. So we take the—those who are greatest in need. But we can, you know, switch and do move staff to serve the greatest number of kids who are in need. But it's fairly easy in a small district where we all qualify so that there is no real problem.

Mr. QUIE. OK. Mr. White, if we change the legislation to give a school district the option of either using low income or achievement, or both, would you have any objection to do it nationally? Those where it fits to use achievement could do it. Where it fits to use just the information from the welfare office, that could be used.

Mr. WHITE. I'm not certain, because I've thought about it a number of times. The question gets raised. And I guess given the strong belief that I do have, I would probably prefer the welfare type.

Mr. QUIE. You would require everybody to do it on a welfare basis.

Mr. WHITE. I still think it's best.

Chairman PERKINS. Mr. Slash, are all your schools in the disadvantaged category?

Mr. SLASH. No. We have about, I'll say, 52 schools and I think 26 are title I.

Mr. FREDICKING. It's our program, it's at the elementary and we have 26 out of, what is it, 35 schools?

Mr. SLASH. Thirty-five elementary schools.

Mr. FREDICKING. Twenty-six out of 35 qualify.

Chairman PERKINS. Now, Mr. White, you have found a strong correlation between low income and the disadvantaged child, the low achievers, am I correct in that?

Mr. WHITE. That's correct, sir.

Chairman PERKINS. And you are telling the committee that you're soliciting your cooperation with the welfare department in getting those names?

Mr. WHITE. No, we don't get names.

Chairman PERKINS. I mean, getting the addresses has worked out well and you are reaching the disadvantaged to a better degree in your opinion than if you relied solely on testing. Am I correct in that statement?

Mr. WHITE. That's my belief.

Chairman PERKINS. That's your belief.

Mr. QUIE. Let me interject here a little. He only knows the kids who are getting aid on achievement. He doesn't know who those poor kids are.

Chairman PERKINS. Well, he knows their addresses, which later identifies the kids.

Mr. QUIE. No, he never identified them, did he?

Mr. WHITE. The individual kids are never identified——

Mr. QUIE. Yeah.

Mr. WHITE [continuing]. As far as determining the school's eligibility.

Chairman PERKINS. But have you found out that those kids with the addresses are low achievers?

Mr. WHITE. We have found that in those schools where we have a high degree of welfare youngsters, say a very high percentage, we tend to have a greater need for academic services by testing measurements in those particular schools. For example, we have some schools that go——

Chairman PERKINS. And when you do give your tests will you have—finally discover that they are low achievers and are on welfare rolls, you have found that they are the lowest achievers?

Mr. QUIE. I don't think he has ever found that out.

Mr. WHITE. No. I've never found that these individual youngsters are on welfare that work in the program. What we find is that when we give the pre and the post, when we give the pretest, we find in a school—let's say there is a school that has an 85 percent degree of youngsters who are from welfare. We would tend to find that that school will have a much higher academic deprivation than a school with 15 or 20. We're going to find some youngsters, of course, who have an academic deprivation in every school.

Mr. QUIE. But I thought you said to me you don't have the achievement information on the nontitle I schools.

Mr. WHITE. What I'm saying, sir, is that there are citywide tests given at grades 3, 6, and 9 in Cincinnati and that those tests come through for all schools. And they will tend to show that your more suburban, more heavy economic schools, will not have the same degree. Their youngsters will not be behind as a group as much as youngsters from a very, very poor area.

Mr. QUIE. Could I ask you to send that information into the committee on non-title I schools?

Mr. WHITE. Well, I assume that's the basic data you asked in there.

Mr. QUIE. Yes.

[Information requested not supplied.]

Chairman PERKINS. But you have discovered that the low achievers, to a high percentage of them, come from the welfare rolls?

Mr. WHITE. They come from schools having a high degree of welfare population, a high percentage of welfare population.

Chairman PERKINS. From a high percentage of welfare population.

Mr. WHITE. Yes, sir.

Chairman PERKINS. And so you feel that method of making a determination as to the disadvantaged would be much superior to testing, am I correct?

Mr. WHITE. I think it's better than any method that they've devised thus far including testing, that would be correct.

Mr. QUIE. If you would yield, Mr. Chairman. What bothers me all the time is you're talking about lumps, numbers, the people, rather than matching up names, and that's what bothers me. When the DECIMA studies came out and showed that 52 percent of the kids in title I are not low achievers, 35 percent of the kids in title I are neither poor nor low achievers, that really makes me wonder if those assumptions that we have in our mind are correct. Of all of the low achievers only 31.8 percent, according to their studies, are poor. That means, of your low achievers, about 68 percent are non-poor. What's happening in your schools is that you are reaching the nonpoor low achievers as well as the poor low achievers, but in those other schools you aren't getting either the poor or the nonpoor low achievers.

Chairman PERKINS. Go ahead, Mr. White, and comment on that.

Mr. WHITE. I just don't think in our school that we're reaching as a large group the nonpoor low achievers. I think that basically we're reaching the poor lower achievers. I don't think we're reaching enough lower achievers no matter what. And I believe that changing the policy really isn't going to change that. I think we're still going to have the dilemma of having large masses of youngsters, whether they be poor or otherwise, at times, who need services and are not getting them.

But I still believe that the poor youngsters as a group—there are a lot of other things that go into reinforcing what makes education in this country. And that there are many things that those youngsters who are poor do not get that your youngster and my youngster would get simply because they happen to be our kids. And I think that those do affect achievement.

Mr. QUIE. But that's an assumption, not a proof.

Mr. WHITE. This is true, but I don't think there's any assumption to that.

Chairman PERKINS. Well, the reason that you're only reaching a limited number of the low-achieving students, even though you know where the others are, is because of the inadequacy of the funding.

Mr. WHITE. I think that's the major thing. And just one other comment on that, too. But I don't think that it's any coincidence that the very large masses of poor and underachievers are still found with minority youth and Appalachian youth. I think that's a fact of life in America. And I think it's a—sort of a self-fulfilling prophecy. And I think in many cases those are the youngsters who have been helped most by title I and title I type of programs.

Could I make one other brief comment?

Chairman PERKINS. Yes.

Mr. WHITE. OK. This is in response to what the lady in the rear who made the excellent comment on IV-B this morning was concerned. And she asked about counseling and guidance programs and the fact that she didn't believe they should be in there. And our main concern is that they combined in IV-B—they combined three categories. They combined the old title II, and the old NDEA-3 and the old title III of counseling and guidance. But they never put any money in for counseling and guidance.

Chairman PERKINS. Well, he and I had to make that compromise one time and we sat in the room together and made it.

Mr. QUIE. That's right. We asked the guidance and counseling people, "Where do you want to be?" And that's where they chose. Now they, too, want out.

Mr. WHITE. And in terms of IV-B she was talking about reaching minimum standards in books. And this year because of IV-B, for the first time in the history of the Cincinnati schools all of our elementary schools will meet minimum standards in books because of the high concentration on the flat grant moneys in IV-B.

Chairman PERKINS. Any other comments from you gentlemen?

Mr. WAY. Well, I have to go along with IV-B. It's—and I was interested in what you had to say about the States only are required to have unit expenditure accountability there. This happened to us. Our district has gone along and we have, I think, probably outstanding media services as a result of IV-B, plus local effort. We were one of the first school districts in Ohio to close this year for lack of funding. In the last year or so we—that is, lack of local funding. In the last year or so we've really been on an austerity budget. And the fact that we haven't been able to maintain our effort in a number of categories, and I'm afraid we're going to lose IV-B in Ohio this year. So I'm going back to them and say the State has to maintain effort, rather than a local district. Of course, this is a State mandate with us. But it is—really hurts us at times when you get into a financial crunch, which we have been. Of course, we're not alone in Ohio. I guess everybody is at this point.

Chairman PERKINS. Well, let me—

Mr. QUIE. Just to finish off on that. According to Mr. White's testimony now, which I can very well believe is the case in Cincinnati, knowing something about the schools, you aren't able to reach one-half of those who need the help, but in some other school districts title I goes to students who aren't even 1 year below grade levels, which means that they're regular achievers. That's why I like to go on the basis of achievement. Where you do have those large number of underachievers then you could put the money there, rather than all the others. Now I would get some flak in Minnesota, because we don't have that many underachievers in Minnesota and they figure that they will lose money if we go to achievement in Minnesota. But my feeling is that where underachievers exist, we ought to help them.

Mr. WHITE. I certainly concur with that.

Mr. WAY. To the degree. Of course, that's what it's all about.

Mr. WHITE. As I see it, it becomes a dollar problem, this is one thing. And I sincerely believe that it's—you will probably normally,

I sincerely think, identify more poor youngsters, more underachieving youngsters in proper areas than you will in nonpoor areas. And I just believe that.

Mr. QUIE. That is, in your kind of poor. In some of our farming areas where you count 1 census year and you have a poor crop that year everybody is poor. They may not be for a long time in the future.

Mr. WHITE. But there is a difference between urban and rural.

Chairman PERKINS. Well, let me thank the panel. You have been most helpful to us and we appreciate receiving your testimony from the heart of the Appalachian area here today. And we thank you for coming and we hope you will come to Washington for a hearing in the future. Thank you very much, all of you gentlemen.

Our next panel—Dr. Jim Newman never did come in from Knoxville, did he?

[No response from audience.]

Chairman PERKINS. Our next panel constitutes a group of school superintendents. Mr. James T. Dotson, superintendant of Pike County Schools; Mr. Alex Eversole, superintendent of Perry County. Come around all you gentlemen. And Mr. James Cornett, assistant school superintendent, Perry County; Mr. Foster Meade, superintendent of Vanceburg; Mr. Oran Teater of Paintsville city schools and Mr. Stephen Towler of the Jenkins independent school system. All of you come in and get around this table here this morning.

[Whereupon, an off the record discussion was had.]

Chairman PERKINS. Let me welcome all of you here this morning. We have had some good hearings and we've got plenty of time to hear you. And, Mr. Dotson, you had the farthest distance to travel. We're going to hear from the superintendent of Pike County. I notice you have got with you Arnold Roberts this morning.

Mr. DOTSON. Yes, sir.

Chairman PERKINS. And you go ahead.

[Statement of Mr. Dotson follows:]

Ulan Childers, Chairman
 Monroe Jones
 Gifford Varnay

Pike County
BOARD OF EDUCATION

P. O. Box 2408 Phone 432-3111
 PIKEVILLE, KENTUCKY 41501

Carl Bilster
 Alvery Potter

James T. Dotson, Superintendent

T E S T I M O N Y

SUBJECT: FEDERAL AID TO EDUCATION
 TO: HOUSE EDUCATION AND LABOR
 HONORABLE CARL D. PERKINS, CHAIRMAN
 FROM: JAMES T. DOTSON, SUPERINTENDENT
 PIKE COUNTY SCHOOLS
 PIKEVILLE, KENTUCKY
 PLACE: UNIVERSITY OF KENTUCKY
 LEXINGTON, KENTUCKY
 DATE: FEBRUARY 10, 1978

Honorable Carl D. Perkins, members of the House Education and Labor Committee, fellow educators, ladies and gentlemen. I am James T. Dotson, Superintendent of Pike County Schools, Pikeville, Kentucky. I welcome the opportunity to appear before your committee to testify briefly on behalf of continued and increased Federal Aid to our public schools.

I would be amiss if I did not take a moment to express our thanks and appreciation to all for your kind interest and understanding. Here we see in you the kind of interest and dedication which has made and will keep our country great. I am also persuaded that we could not discuss a more important or timely subject.

I want to tell you now that we do appreciate the courtesies extended to us by you and your staff, both here in Kentucky and in Washington. All have been most kind to us in trying to help us in our every need. This nation and the American people are indeed fortunate to have the leadership of such dedicated public servants.

Your Honor, distinguished members of the committee, ladies and gentlemen. We deem it an honor and special privilege to have been invited to make a brief presentation to this distinguished body today. We wish to commend each of you for the taking of precious time out of a very busy schedule to come here today. We trust that we, collectively, can make this meeting worthwhile and productive. We shall try to be brief and candid in our reports here today. We recognize that we do not have all of the answers and that there are limits to what even the congress can do.

Adequate and continued funding for Title I, ESEA, concerns us greatly. We have seen our funding level cut drastically at a time when program costs were going up more than ten percent per year. In Pike County we have already reached the point where we have had to discontinue many essential support services to project participants. Some formula needs to be developed which would take into consideration the rising costs of doing business. It should be such that school administrators and Boards of Education can plan ahead with some degree of security.

Let us look briefly at the ESEA Title I funding record for Pike County for the past eight years:

<u>YEAR</u>	<u>AMOUNT</u>
1970-71	\$1,550,096.00
1971-72	1,538,995.00

1972-73	1,517,516.00
1973-74	1,184,837.00
1974-75	1,007,107.00
1975-76	1,050,497.00
1976-77	1,127,498.00
1977-78	1,278,927.00

I need not tell you that, with this kind of erratic funding it is most difficult to plan for an effective educational program when many facets must be planned years in advance. As a matter of fact, for the past three years the Pike County Board of Education has had to underwrite some of the costs of Title I programs in Pike County.

Some formula for funding should be developed which would compensate for the increasing costs of doing business. It should be based on some kind of index which would take into consideration state mandated salary increments and fixed charges, and the general cost of living. Presently, Title I funding is not keeping up with the cost of living. Our problem has been compounded in Kentucky by a rapid increase in teachers' salaries over the past several years.

Judged by any standard, Title I compensatory education programs have been very effective in Pike County, Kentucky. Our educationally deprived children have responded well, so well in fact that reading is now the strongest of the three basic skills (as measured by district wide achievement test in September, 1977). Much more needs to be done.

Programs must be developed and implemented which will enable all children to develop to their fullest potential. In order to accomplish this, the scope of Title I must be changed. We can no longer continue to ignore the unique and special needs of our gifted and talented. This soil is too fertile to go long unfilled at a sore loss of talent to the nation. Our challenge and the challenge to national educational leadership is to minister fully to the needs of all of our children.

The Elementary and Secondary Education Act of 1965 is perhaps the most important and far-reaching piece of educational legislation ever enacted by the Congress. It was a good law then and it is now. We hope that through hearings such as this that it can be made more responsive to the many needs of education. With these thoughts in mind, we submit the following suggestions:

- (1) A funding formula which would compensate for the increased cost of doing business and which would also permit school districts to plan future programs.
- (2) Compensatory programs in reading, mathematics, etc. must be continued.
- (3) Programs for the gifted and talented need to be developed. We have done far too little to develop this wellspring of talent.
- (4) Adequate funds should be provided to replace and update equipment, programs and classroom facilities. Because of reduced funding over the past several years, most school districts have not been able to keep up with program needs.
- (5) Increase funds available for training of teachers and para-professionals. This can be by far the most pro-

ductive dollar spent.

- (6) Funding levels should be increased to a level that would permit more extensive use of para-professionals in the classrooms. This could be a very effective and inexpensive "jobs" program which would require very little "overhead" expenses.

IN SCHOOL NEIGHBORHOOD YOUTH PROGRAMS

The Pike County Board of Education operates Neighborhood Youth Programs in each of its nine high schools. Taken from any perspective, the neighborhood youth program is an excellent program, possibly one of the most effective in terms of value received for the dollar spent. However well conceived, the program can be no better than the quality of supervision provided. The program must operate at a handicap in large rural school districts such as Pike County because funds are not provided for adequate supervision (Fortunately the Board of Education underwrites a major share of this cost.).

After careful study of the program in Pike County (Kentucky) we would like to submit the following:

- (1) At the present level of funding we are able to meet less than half the need. A substantial increase in funding is needed.
- (2) More adequate supervision should be provided. The CETA formula for determining permissible administrative and supervisory cost does not take into consideration the unique problems in counties such as Pike - large area with several schools. We would suggest more flexibility in determining these costs.

SCHOOL FOOD SERVICE

Like all other programs, school food service programs are facing a major challenge today because of the increasing costs inherent in the operation of such programs. The cost of food, equipment and labor has skyrocketed over the past several years. Revenues from "paid" lunches and school lunch reimbursement have not kept pace. Also, our school district, like many others in Appalachia, have suffered through some very difficult school years with unusual winters, flooding and labor unrest. Even at best, most school districts are operating at the limit of their purse strings and do not have the necessary financial cushion to overcome these adversities without financial assistance from some source.

In the spring of 1977 about 25 percent of our school lunch programs were simply destroyed by the April floods. Even with very substantial assistance from the Federal Disaster Service, some of our lunch programs are not back to normal almost one year later. Many similar emergencies occur almost yearly and more often than not there is no help available.

The Pike County lunchroom staff after some study and careful consideration, would like to suggest the following:

- (1) More "non-food" assistance for the purchase of school lunchroom equipment. Present funds earmarked for this service is not adequate.
- (2) A special fund or assistance for the overhaul or repair of equipment.

- (3) The reimbursement per meal should be increased to compensate for the higher costs of food, supplies, labor and fringe benefits.
- (4) Special assistance for pest control, garbage collection and disposal.
- (5) Special "emergency" funds for units that suffer flood, weather and other such damage.

In summation, may I say that we are happy with ESEA in Pike County. It is working for us. We could do a better job if we had more money. Everything costs more today. We recognize that the Congress too must establish priorities and that there is never enough money to go around. But we submit to you that education is perhaps the most important business which we are involved in today - that it has served us well in the past (indeed it has made it possible for each of us to be here today) - that it does open the doors of opportunity and contribute to upward mobility, and that it is the best long term investment society can make.

We have come here today in the hope that we could be helpful. We want to express to you our appreciation for your past service to the children of America and our confidence in the future. We know of your dedication to the many tasks that lie ahead. Our prayers go with you.

Thank you.

**STATEMENT OF JAMES T. DOTSON, SUPERINTENDENT,
PIKE COUNTY SCHOOLS, PIKEVILLE, KY.**

Mr. DOTSON. Thank you, Congressman Perkins, and other members of the panel. My name is James T. Dotson, superintendent of Pike County Schools, Pikeville, Ky. I welcome the opportunity to appear before this committee this morning to testify briefly on behalf of continued and increased Federal aid for education.

I think of Pike County as a land of diversities. From the very poor to a few that recently may have become wealthy. Regardless of the publicity that we may have received about Pike County due to the coal boom, we still have the very poor and as many as we have ever had in the Pike County school system.

We have a land area of about 800 square miles of rough terrain. We have 29 schools to serve. And all of the Federal assistance which we have received to help in a compensatory manner, and education in Pike County has certainly been appreciated. We have certainly been able to use it. We feel there is a great need for increased help to help us with our programs.

And with those few remarks, I would like to say, Congressman Perkins, and the other members of the panel, that again I appreciate you people coming down to hear from us as educators. And I would like to introduce the coordinator of our Federal programs in Pike County, Mr. Arnold Roberts, to give us an overview of our Federal programs and how we feel that they could be improved for the Pike County schools in Pike County, Ky.

Thank you, Congressman, and other members of the panel.

Mr. ROBERTS. Thank you, Mr. Dotson.

**STATEMENT OF ARNOLD ROBERTS, COORDINATOR OF FEDERAL
PROGRAMS, PIKE COUNTY, KY.**

Mr. ROBERTS. I come before you people with a great deal of humility. And I say that for this reason. You probably know more about what I'm going to attempt to talk to you about than I do. Because you have the benefits of the—a lot more information than we do. And I have to speak specifically from Pike County and what I read.

But certainly for me it's a great honor and privilege to sit before you and try to make some kind of a presentation that will have some input we hope that will help us to improve our programs. I want to tell you now that we hold Congressman Perkins and Congressman Quie in great esteem in our county. We just feel that as long as we have gentlemen like this we're in good hands, and that comes from the heart.

One of the things that concerns us most, and I'll not follow the outline I have here too carefully, I may ramble a bit, is adequate and continued funding of Pike County. Now I have noted here this morning that several—that problems of counties and school districts are unique to those counties and school districts.

And we come from perhaps one of the largest coal producing counties in the Nation, and an industry that is, as Mr. Perkins and I well know, is beset with depression and boom. In wartime they

call on us. Following the wars we go into a recession and unemployment, and people leave and go out to the northern cities, and they've begun to come back now because of the increased demand for coal as a primary energy source in the country.

So that we—our problems perhaps are somewhat different than that of most. We often think, Congressman Perkins, and maybe I have called your office about it, that we ought to be treated maybe as the farming communities who have migratory farmworkers. Because our people migrate back and forth from the cities and out.

But the thing that concerns us most is that we have adequate and continued funding from title I in some systematic manner that will permit us to plan from year to year. You know, you tool up for programs, you don't create an education program overnight. You tool up for it. You implement it and you expect to continue it. And if your funding fluctuates as it has in our county, it puts you in a very difficult position because teacher tenure laws then won't let you reduce staffing as sometimes you must.

Now if you will note from the data that I have given you in our county from over a period of 8 years we went from a million five hundred fifty thousand to a low of one million seven thousand and back up to a million two hundred and seventy-eight thousand at a time when inflation was cutting something like a 10-percent cut each year.

So that in absolute terms, we haven't been able to keep up with needs in our county. And because of this many things that we did do and would like to do, we can't do. And even now the board of education at a local effort is having to support title I. Because we have programs started. They're good. They're working. We know they're working and we don't want to discontinue them.

Chairman PERKINS. Tell us your school population in the county.

Mr. ROBERTS. We have a school population of roughly 16,000 in Pike County.

Chairman PERKINS. Go ahead.

Mr. ROBERTS. This is our major concern. We would like to see some formula developed that would take care of the cost of doing business. It would be indexed with the cost of living. Would take into consideration, gentlemen, fluctuations and State funding salary schedules. Such as we're going into a major salary increase in Kentucky this year that will have to be picked up out of title I for those title I people and we may not have the money there to do it with. Here again, the board may have to pick up the difference. These are the kinds of things that trouble us most.

Another thing that concerns us, and I know that it is not within the scope of title I now, but I think that we certainly need to give some thought to it, and I know that you have given some thought to it, and I hope the time comes when we can do something, to place programs that will serve the other half of our boys and girls, our talented. These are the people that we're going to call on some day to take my seat and yours, and we're not doing enough for them. And it appears to me that we need to do something to do a better job in developing our gifted and our talented.

We are taking too much in terms of service to those boys and girls for granted. We have special programs to serve the handi-

capped. We have special programs for the hard of hearing. The—almost everything, and we have no special programs, at least we don't in our county, for the talented. And we do need to do something for those children, because they have more to offer we believe than most. Now to briefly summarize what we see in title I and what we would like to see done, and of course, we recognize that there are limits to even what the Congress can do, we would like to see a funding formula which would compensate for increased costs of doing business. And which would also permit school districts to plan future programs.

We believe that it's absolutely necessary for us to continue the compensatory education programs that were—we have now. To give you an example, we often hear people say that title I is not working. Title I is working in Pike County. In the beginning we set as No. 1 priority, reading. And in a September testing program where we tested 16,000 children, title I is the—rather title I reading, and reading is the strongest area in our county. We are reading better than we're doing math, or language, or arts or any other subject. It is working for us.

We do need to come up with some sort of program for the gifted and talented to further develop these youngsters, because we're taking too much for granted for them. We would like to see adequate funds be provided to replace and update equipment. In school districts such as Pike where that we have experienced an absolute decrease in funding, both in terms of dollars and cents and in terms of the cost inflation. We have not been able to keep pace. We are going crazy.

We would like to see an increase in funds sufficient to permit us to do in-service training for teachers and our paraprofessionals. And I expect that dollar for dollar we may get more from this kind of expenditure of money than we do in most moneys that we spend.

Also, and this would certainly be a thing that I think we need to look at in education, but it may be something that we would need to look at in labor problems. We would like to see us take a look at the possibilities of setting up programs for paraprofessionals. And this would be a very effective, and we feel inexpensive, way to create jobs if you want to create jobs. Here is where the people are. And I submit to you that no person can work with children in an educational situation in the school for 6 months without becoming a better person. I believe this could be a very effective way to help.

Another item that I didn't put on the list here, gentlemen, is another special program we have in Pike County, followthrough. We're real concerned about the program. The funding has not been increased at all and we understand that the funding may be cut by 50 percent next year. It is a good program. We would like to see action taken to restore the program to some sense of security.

We also have a few things to say about the neighborhood youth corps program, which I think, here again, are unique to Pike County. As with other programs, the money is never enough and it's about half what we really need.

But we have another problem that is unique to Pike County and if, Your Honor, Mr. Perkins, would take Mr. Quie up to Hindman sometime with you, he would understand what our problem is. We

have nine high schools in which we have programs over an area of 800 square miles. And you don't go as the crow flies, you go the way you can. Up hollers and across mountains, and so on. So that the funding formula just does not provide adequate money to supervise and direct these children. And the program can only be as good as the supervision and direction we can give to it. We think that if this could be done our NYC program, which of course is a CETA funded program, would be much, much better.

Also, I believe food service was mentioned. And before we came down we did talk with our food service people. And maybe, Mr. Dotson, at this point I would like to say to these people that whether it came from your Committee or not, whoever thought and whoever provided for the emergency relief funds, you'll never know how handy they came for Pike County.

Because in April we lost several lunchrooms, Mr. Perkins, completely lost them. They were washed away. Flooded away. Except for that, we would be in real, real trouble now. But in the lunchroom area we would like to see more non-food assistance for the purchase of lunchroom equipment. The present funds earmarked for this are not adequate to do the job. We would like to see a special funding set up to assist for the overhaul and repair of equipment that breaks down, because lunchrooms do operate on a shoestring and they're not able to have a cushion generally that takes care of this.

We would like to see the reimbursement for a meal increased to compensate for the higher costs of food supplies, labor and fringe benefits. These are increasing and they generally do increase faster than the funds that we have with which to operate.

Our environmental people are making it pretty rough on us, too. We would like to see something done to enable us to help us with pest control, garbage collection and disposal. And this is becoming a real problem over most of the country in the last few years. And especially since the EPA is doing, I think, a better job. And I commend them for it, but it does make it hard on us sometimes.

No. 5 would have to do with the emergency funds which were so helpful to us this year. As a matter of fact, because of the flood this year, one of our lunchrooms is still not back in service. The lunchroom was washed away.

In summation, gentlemen, I would like to say this: That title I is a good program. It is working. It's working for us and we feel that if some things can be done, we could do a better job and most of these things are with money. I'm happy to tell you that in hearing the other people involved, we do not have some of the problems they do have. We can say, I think without much question that there is, Congressman Quie, a direct correlation in Pike County between test scores and low income.

We have some expert statistical data that I didn't bring with me that we compiled since we gave a countywide testing program in September. As a matter of fact, from the knowledge I know now, I can go to the low income data of the school and just about tell you what the test scores are going to be.

Mr. QUIE. You have matched up students so you know who's poor—

Mr. ROBERTS. Yes.

Mr. QUIE [continuing]. And their achievements?

Mr. ROBERTS. Even in the different schools.

Mr. QUIE. And is that available for us to look at?

Mr. ROBERTS. I can provide it to you. I didn't bring it with me, but we tested the 16,000 boys and girls in the 25—well, 29 schools, elementary and high. And there is a very close correlation.

We were surprised, as I was telling the Superintendent, in some cases and some instances where we have a beautiful new school, we know that the teachers and—from all outward observations, they're doing a beautiful job and yet, the school has about a 90 percent low income factor and when the test scores come in—

Mr. QUIE. You mean 90 percent of the kids are low income?

Mr. ROBERTS. Low income, yes, sir.

Mr. QUIE. You ought to have a good correlation then.

Mr. ROBERTS. In other words, you would think from observing the school, the school plant, the staffing, the dynamic staff, that you would have good test scores, but you don't have them.

Mr. DOTSON. I think a lot depends on the value that the people in that community place on education. I think this is the correlation that you find between the test score and low-income people and I think this is what Mr. Roberts is pointing out and we think of this one particular school—it's not the only one, but probably stands out more in our mind than any others after we heard the testimony this morning.

We do have figures that would back that up. About—well, they're almost even really, low-income people, and the people who are achieving below their level.

Mr. QUIE. Ninety percent of the children are achieving below grade level?

Mr. ROBERTS. Not countywide, but in this particular school, yes, sir.

Mr. QUIE. Ninety percent are achieving below grade level?

Mr. ROBERTS. Very close to the percentage of low income.

Mr. DOTSON. Another thing, Congressman Quie, that might be involved—

Mr. QUIE. You have nobody above poverty who is a low achiever and nobody—

Mr. ROBERTS. Well, there is a fluctuation, Congressman. Intelligence is no respecter of family sometimes. And we have sometimes a low-income family that, we have children from those families that do achieve well. There are exceptions, but what we're saying, over the—in a general sense of the word, based on the data we have, we can pinpoint the low achieving schools by finding the low-income schools and their school districts. And this appears to be true and it is true and whether it has any significance, I don't know, but it is true regardless of the kind of program the school has, it may be that it relates back to something that parental values and these kinds of things, but nevertheless, it is there and it's something we have to cope with.

Mr. DOTSON. Could I add this, at this particular school, this is the last area that was consolidated in Pike County. It was the last area where the one room school had been done away with since I became superintendent and I think in a few more years, I think we will see

a difference in the test scores in this school because we do have a good program. I don't think you can accomplish this in a year or two. I think it's going to take a few years that people will place a value that they haven't had. They didn't go to school. We had to bring them from lower Knox Creek which Congressman Perkins knows about. We had to go through Virginia to bring them part of the way into Kentucky. And we have the plant, we have the facility, we have the program, but the test scores are not what we want them as yet.

That just stands out in our mind from the testimony we heard from other people and your discussion on it. We do have figures to back this up.

Mr. ROBERTS. Another interesting note that may be pertinent here. With the influx of coal mining and the emphasis we're now placing on coal as a primary source of fuel, the poverty ratio in Pike County has not changed, Congressman, and I was reading an article in a New Times magazine where a study has been made by a professor from Virginia Tech in Martin County and he found that the poverty ratio has not changed there. So, the influx of coal money just hasn't affected the low income in these counties that much.

Chairman PERKINS. That is because the surface operations are so great you only work a few people. Am I correct in that?

Mr. ROBERTS. I would say, yes, and we're so mechanized that the jobs are just not being created.

Chairman PERKINS. So it's different from the mines where you work several hundred people and you don't have but a few of those in the county today.

Mr. QUIE. Let me ask you, there were a few people who were poor before they got jobs at the mines who are now no longer poor. Is that correct?

Mr. ROBERTS. Yes. We have, according to 60 Minutes, CBS, 50 new millionaires in Pike County.

Mr. QUIE. No, I'm not talking about those millionaires. They weren't poor beforehand. But what I mean, people who were in poverty and now are working.

Mr. ROBERTS. Yes.

Mr. QUIE. Do you have information that their children cease to be educationally disadvantaged as soon as their parents started making more money?

Mr. ROBERTS. We have made no studies on that, Congressman.

Mr. QUIE. You see, I rather doubt that myself.

Mr. ROBERTS. We have made no specific studies so I couldn't say.

Mr. QUIE. Do you have any studies to show where they were working but then were disabled, became poor and then their children suddenly became educationally disadvantaged?

Mr. ROBERTS. We have no studies, sir.

Mr. QUIE. That's what makes me wonder about those statistics.

Chairman PERKINS. I think we'll have to go up there, Al, and look this situation over.

Mr. QUIE. I agree that people who have suffered years of low income, you know, generations of it, that children are very likely to be underachievers, but not all of them.

Mr. ROBERTS. No, no.

Mr. QUIE. As you're indicating, some people do achieve but, what bothers me is the assumption that as soon as you take the next census and find those people who were poor, but are no longer poor, suddenly their children are doing well. It doesn't work out. The same way as AFDC. If a woman is on AFDC one year, but she wasn't the year before, do her children suddenly become underachievers that year and if she gets married and isn't on AFDC, they aren't low achievers anymore?

Chairman PERKINS. That's like comparing oranges and apples. Let's go ahead and we'll get back to the question. I have several questions I want to ask.

Mr. Alex Eversole—we'll go right around the table.

[Statement of Mr. Eversole follows:]

E. S. E. A. TITLE I

FEBRUARY 10, 1978.

To: Carl D. Perkins.

From: Alex Eversole, Superintendent, Perry County Schools.

1. It is consistently being reported that more and more students are failing in our schools. This problem must be faced with all available resources in order to bring about a positive change in our educational system. The causes for student failure are numerous and span the physical, social, and mental realm of a student's life.

The physical setting in many cases can be the prime reason for students failing to work up to their potential. The poor physical surroundings may be in the form of over crowded classrooms with little or no time for the classroom teacher to zero in on a student's specific weaknesses. The over crowded conditions steer many teachers to use middle-of-the-road reaching techniques with their students, thus causing those students that may need additional help and the slower learners to fall further behind as the years progress.

When you find these conditions existing over two or three years you will find many helpless students in the classroom. Their academic skills and morale cause them to be labeled as failures. The end product of their devastating condition results in all types of behavioral problems. Many students drop out of school at the earliest possible age. Also, the average and above average student suffers because the teacher's time is consumed in trying to handle the discipline problems and to help poor students academically.

Students with lower mental ability usually suffer considerably in a heterogeneous classroom. Several students of this type will slow down the teacher's instruction or require additional time in special instructional groups and activities. It is important that all students be given the best education possible, based on his/her potential to learn. All available resources should be pooled in order to bring about the best possible environment for teaching children.

Title I can make a big improvement in the educational environment for the slow and dull learner by allowing the LEA's to use a more flexible approach in the way Title I teachers are placed within the schools. One sure method of meeting the needs of the slow learner is to teach him/her in small groups of 15-20 students. If the LEA's were allowed to use selected Title I teachers in a self contained classroom (with these small groups) the over crowdedness would be greatly decreased in the basic classroom. The slow learner would have a better opportunity to cope with the type instruction he/she needs.

A self contained approach would be ideal for many slow learners. The teacher would have the opportunity to diagnose the student's reading weaknesses and apply teaching strategies to bring about a positive change in the student's reading habits. This same teacher could also have the opportunity to observe the student as he applies the reading skills to the various content areas. This would afford the Title I teacher to concentrate on the child's weaknesses in all phases of reading.

It is recommended that some of those teachers presently employed be used in self contained classrooms while other Title I teachers follow the same remedial approach presently being used. This approach may call for additional teachers to bring about the desired results in our educational system.

It is recommended that the students that would possibly be served by this approach be grossly behind in reading and language skills. Many students fall short of being eligible for Special Education classes. These type students would benefit considerably from this type instruction. If a student comes up to grade level they could be placed in the regular classroom and another student needing the same type instruction be brought into the resource room.

2. The State Department of Education requires all basic classroom teachers to teach 120 minutes of Art, Music and P.E. during a week of instruction. Many elementary teachers cannot go beyond the basic rudiments of Art and Music in order to help students develop any ability they may have in these areas.

As a result of the poor instruction in these areas our students do not receive the background to enable them to participate in any art or musical activities beyond the rudiments. Also, physical education is another area our children are suffering in. Classroom teachers lack the background to conduct a well-balanced P.E. program.

Due to the environment of our Perry County children, there is little opportunity for our children to receive an adequate background in Art, Music and P.E. Many potential artists and musicians go unnoticed due to the lack of qualified teachers in these areas. Also our children are failing to receive proper training through P.E. and fall short in their physical development.

It is our goal to bring about a more productive and enriched curriculum of Art, Music and P.E. for Perry County children in grades 1-8. We feel our children deserve the same opportunities afforded other children in Kentucky. Therefore, it is recommended that Title I fund an Art, Music and P.E. program for all our children.

3. It is recommended that Title I consider funding a summer in-service program for all teachers and counselors that will be working with Title I children during the coming school year. This program should include a 1 to 2 week workshop on classroom teaching techniques, selection of students, testing and evaluation, and working with basic classroom teachers as part of a team.

It is believed that a workshop for Title I teachers on teaching techniques would better prepare our teachers to meet the demands of our Title I children. Perry County teachers are constantly looking for new and innovative teaching techniques to reach the slow learner. A workshop on teaching techniques would be an asset to the Title I program of Perry County.

The selection of students becomes a major task for Perry County teachers each year. The question of who to select, what data do I have to base my decision on, and class scheduling are only a few of the problems Title I teachers face during the selection and scheduling period. A brief workshop on selection and placement techniques would make this time go more smoothly. Those students that have reading deficiencies could be tested and chosen based on student needs through a well planned screening program.

The area of testing and evaluation is a major determiner in the selection of students and overall teaching techniques. It is imperative that teachers understand how to identify student reading needs using the various standardized, informal and diagnostic tests.

Cooperation among the basic classroom teacher, the remedial reading teacher, and counselor is important to the student to insure his overall progress. Many times the lack of communication between the two teachers causes an overlap in instruction and materials. A workshop on procedures and techniques of working in a team approach is needed for our teachers.

Therefore, it is recommended that Title I provide funds for reading consultants, teacher pay and teaching materials for an intensive workshop for our teachers.

4. There is a large number of children entering grade nine and reading below sixth grade reading level. According to the Kentucky State Department of Education these students are required to take a year of reading during their freshman year. Many of our teachers of these children find they do not have adequate teaching supplies, testing material and training to meet the needs of these students.

Therefore, we recommend that Title I fund a remedial reading program for ninth grade students that are reading below sixth grade reading level. The same type budgeting for teacher salaries, teaching supplies and A/V equipment is needed in order to meet the needs of these students.

SCHOOL FOOD SERVICE PROGRAM—SUGGESTED IMPROVEMENTS

School Food Service Programs could best be improved by universal free meals and milk. My reasons for believing this are as follows:

1. All children could participate without feeling inferior. This would expand the nutritional program so that the children who are now not participating could do so. The meals would be as acceptable as riding the school bus and receiving text books free.
2. The following could be eliminated: (a) free and reduced applications and cost; (b) sale of tickets and cost; (c) use of teachers time for record keeping; (d) time of principals travel to and from the bank; and (e) cost of part of the daily statistics forms.
3. Honest parents have hard feelings when their dishonest neighbor puts the wrong income on his free lunch application and receives free meals illegally. We believe that this is discriminatory to the honest hard working taxpayer who pays for his childrens meals twice. This would eliminate any discrimination that may exist.
4. Save money on total program operation, approximately 2¢ per meal based on Perry County Records for 1976-1977.
5. Per meal cost could be controlled and accounted for by full cost accounting that we are now using.

I. SUGGESTIONS ON CETA

Public School systems' should:

1. Be more directly involved in program development involving work programs in their area.
2. Be directly involved with EKCEP in operating programs and securing personnel. Public schools should not have need to go through another local governmental unit or citizens organization to secure work programs and personnel to work for school systems.

Examples: Title I of the C.O.E. Work Program and Title II and VI of the Public Service Employment Program.

STATEMENT OF ALEX EVERSOLE, SUPERINTENDENT, PERRY COUNTY PUBLIC SCHOOLS OF KENTUCKY

Mr. EVERSOLE. Chairman Perkins, I'd like to begin by expressing our appreciation to the committee, to all of this committee and to the Congress for funding that has already gone on with title I and many other programs that have affected elementary and secondary education in the country and particularly, in the State of Kentucky and most particularly, in eastern Kentucky.

I have some recommendations on title I and then I'll move on with it later into the school food service and briefly, a comment or two on some of the—one of the CETA programs.

My recommendations deal maybe a little bit more with instructional type things and I'm sure you've heard that from other people who have testified before the committee this morning.

The first recommendation that I would have probably deals with guidelines more than it does with what's going on with title I in other ways. On the use of title I teaching personnel, it is consistently being reported that more and more students are failing in our schools. The causes for student failures are numerous and span the physical and social and mental realm of the student's life.

The physical setting, in many cases, can be the prime reason for students failing to work up to their potential. The poor, physical

surroundings may be in the form of overcrowded classrooms with little or no time for classroom teachers to zero in on the students' specific weaknesses.

When you find these conditions existing over 2 or 3 years, especially at the lower elementary level, you'll find many healthy students in a classroom whose academic skills and morale cause them to be labeled as failures. Many students drop out of school as we see especially in Eastern Kentucky at the earliest possible age. Students with lower mental ability usually suffer considerably in a heterogeneous classroom. They just a lot of times don't get any attention at all or very little attention.

It is important that all students be given the best education possible based on his or her potential to learn. We believe in Perry County that a big improvement in educational environment for the slow or dull learner could be improved by allowing the local education agencies to use a little more flexible approach in the way title I teachers are used and, of course, in Perry County, our main thrust of title I is reading. We've really not gotten into much other. Earlier in the years, we had some other programs but in recent years, it's been mainly with the reading program and trying to improve that phase of things.

We feel like that once your method of meeting the needs of the slow learner is to teach him or her in small groups of 15 or 20 students that the LEA's were allowed to use selected title I teachers, not all of them now, but selected ones in some proportion to your needed number of teachers in a self-contained classroom with these small groups, the slow learner would have a better opportunity to cope with the type of instruction that he or she needs.

A self-contained approach would be ideal for many slow learners. The teacher would have the opportunity to diagnose the student's reading weakness and then, I think the important thing is that the same teacher could have the opportunity to observe the student as he applies the reading skills to the various content areas.

It is recommended that some of these teachers presently employed be used in self-contained classrooms, could get away a little bit from the type of guideline that we're under today and, of course, the remaining ones that he would have need for would do just the remedial work with the reading programs, kids in the reading programs themselves.

The next recommendation deals with art, music and physical education. Of course, these are things that we are beginning to get into kind of basically with title I funding at the time that the funds were, I guess, cut back some and some guidelines changed, but in eastern Kentucky, I think in our school system, many elementary teachers cannot go beyond the basic rudiments of art and music in order to help students develop any ability that they may have in these areas. As a result of the poor instruction in these areas, our students did not receive the background to enable them to participate in any art or musical activities beyond the basic rudiments. Also, physical education is another area our children are suffering in. Due to the environment of our children, there is little opportunity for our children to receive an adequate background in art, music and physical education. We think that many potential artists and

musicians go unnoticed through high school even due to the lack of qualified teachers, or the ability to have these teachers in these areas.

Our recommendation would be that title I would change the guidelines in some way or other and, of course, hopefully, there will be some increase in the funding for these purposes so that title I funds could be used for enrichment programs along with reading and mathematics to work in art and music and physical education.

Just briefly, we would like to be able to do, in Perry County, to do some kind of an in-service program and this, of course, would require additional funding and summer programs for the title I reading teachers, guidance counselors and these type of personnel.

We believe that the workshop on title I teachers, from teaching techniques would better prepare our teachers to meet the demands of our title I children which is reading. They use a different method, a more sophisticated method of reaching the child, really motivate, and I think that's one of the biggest problems of getting it. This child has a problem in reading and/or behind, slow. We spend a tremendous amount of time in the spring in testing and trying to determine which one of these children are eligible because of their inabilities for title I programs.

These workshops would help teachers to be able to handle this type thing too. My last recommendation on title I would be that there is a large number of children entering grade nine and reading below the sixth grade reading level.

I think for some temporary time that something must be done because State funding is not being able to take care of the need of the specially trained teacher to do this ninth grade reading. And, of course, we realize that the State Department of Education requires this be done. No additional funding has been, you know, put in the thing from the State to do this with. We feel like that we really ought to be able to use some title I funding for the purpose of doing this ninth grade reading and improvement for the kids who are reading below the sixth grade level.

To move on to some other areas and before I leave here, I surely would not want to fail to mention the need for some Federal funding, Congressman Perkins. To help us do some school construction—

Chairman PERKINS. Well now, the only reason you can't do that now is the inadequacy of the funds.

Mr. EVERSOLE. Right. That's right. We have used, I'd say, in Perry County over the last 10 years, I'd say we've used somewhere around a million or a million and a half dollars, I'd say, in additional building, along with some new facilities that we've been able to provide by State funding.

So, we've taken every advantage that we have been able to with the amount and level of funding that we had.

To just briefly mention the school food service program, Mrs. Mainous, our food service director, has worked up some comments that I want to make, and, of course, I know she has some problems of operating under a real tight budget as the gentleman from Pike County mentioned, but we really feel like if the school food service program could best be improved by universal free meals.

Chairman PERKINS. I do, too, but getting it passed in the Congress—we tried to go and get a nickel increase and Al knows what a time

we had: We had to come back and take three cents for the program, I believe.

Mr. EVERSOLE. And there are some pretty good reasons that we have for believing that. All children could participate. We do many things to keep a child who has the inability to pay from being picked out and recognized that this is a problem with that child. We have expanded our nutritional program so that the children who are now not participating could do so. The following problems could be eliminated: Free introduced applications and costs, sale of tickets and costs, use of teaching time for recordkeeping, costs of part of the daily statistical forms and most particularly, probably, that honest parents have hard feelings when their dishonest neighbors, and I think these people would say the same thing, they will put in the wrong income on a free lunch application and receive free meals illegally according to guidelines of the food service program.

We believe that this is discriminatory to the honest, hardworking taxpayer who pays for his children's meals twice. This will eliminate any discrimination that may exist.

Mr. QUIE. What percentage of your students are in this now?

Mr. EVERSOLE. Oh, ours would run 60 to 70 percent, probably in many areas as much as 70 percent.

Mr. QUIE. How about a breakdown?

Mr. ROBERTS. Depending on the school, anywhere from 50 percent to 90 percent.

Mr. QUIE. I believe it was 80 and above—

Mr. ROBERTS. I think the one thing too, gentlemen, that we need to look at in most States now, this is the only thing that's not free. We provide textbooks. We provide the whole gamut, everything except the lunch.

Chairman PERKINS. Well, we've done our darnedest and to get up to 80, it will be free, 80 percent.

Mr. ROBERTS. We agree wholeheartedly.

Mr. EVERSOLE. We believe that it would be accepted as well.

Chairman PERKINS. Oh, I know, but getting the thing passed in the U.S. Congress is a horse of a different color. But I have always been for universal programs.

Mr. DOTSON. I don't think it should be counted as a free lunch. I think it should just be—just like a textbook, just like a ride on a school bus to school and this type thing.

Mr. QUIE. All you have to do is pay for your share of it. You don't pay for all your textbooks.

Mr. EVERSOLE. No. But the State of Kentucky has finally decided that it's important enough to do this thing and they've made that effort and they're, you know, presently doing that and if it gets along to a point sometime or another and Kentucky were ever, I think, financially able to do this, they may get to the point of supplying or supplementing food service programs to the point where we'd be able to do that.

I know with Governor Carroll, with his interest in education of children and some concentrated effort, I think on that—on his part, if he had the funds to do it, I believe we would have it. Because there's no difference in it. I think our people that pay the taxes are paying for their kids' lunches and at the same time, they're paying the taxes—

Mr. QUIE. But at least, you aren't as broke as we are, federalwise.

Chairman PERKINS. Well, we laid the foundation for free textbooks before I went to the legislature in 1940 in those days in Kentucky.

Mr. EVERSOLE. Right. We've been working at that thing for many, many years trying to get that done at the secondary level.

Chairman PERKINS. Yes. I regret seeing it take that long to get them because the authorization has been there and I don't think we made the appropriations until recently to cover the whole State.

Mr. EVERSOLE. Well, we haven't been able to take much advantage of Federal funding for supplementary books and many books that are used, you know, library programs and just a tremendous value to all of our school programs, some under our title IV programs and many of these others.

I want to mention just briefly the CETA program. Just a couple of things. And of course, I know these gentlemen have mentioned the Neighborhood Youth Program. We desperately need our NYC program, in-school program increased by about twofold. But I would like to see this. I'd like to see public school systems be more directly involved in program development involving all work programs in this area and to be directly involved with your Concentrated Employment Programs organizations across the country in operating programs and securing personnel.

Public schools should not have need to go through another local governmental agency or a citizens organization to secure work program and personnel to work in the school system.

Now, this gets to be a real tough tussle when you start trying to get some help and get some personnel in your schools where we have such desperate need. And, of course, this involves your title I, Community Opportunity for Employment program and title II and VI of your public service information programs.

In fact, we are working real hard on this thing. We are working with Virgil Osborne down there and he'd do anything he could to help us but in the past, we've had some problems of getting some personnel and we really need to do some work to help us keep our buildings in better condition and better maintenance and this type of thing.

Chairman PERKINS. Maybe if you would compare the number of CEP employees that you have—I mean the in-school and out of school—with what's in Lewis County, since Lewis is not in this CEP program. You would find that you're getting a lot more than Sid Meade is getting there. And we have a real difficult task in Washington in trying to put enough money into the CETA program and the manpower programs in general. It's been a real difficult task, although we've got it beefed up some last year. Virgil is operating one of the four CEP programs in the country. I would check around, and if you're not getting your proportion compared with some other counties, let me know and see if I can't assist you in some way. I think that Sid Meade and you could compare notes as to how many in school and out of school employees you have? How many neighborhood youth corps employees do you have?

Mr. MEADE. I've just got them back. We've been out of school, you know, for about 30 days. We went back yesterday. We got approved yesterday for the second semester. We didn't get any for the first.

Chairman PERKINS. How many did you have last year?

Mr. MEADE. About 60. We had the old people and the new people in the CETA program and the old people were the best ones we ever had.

Chairman PERKINS. How many did you have?

Mr. EVERSOLE. About 100 kids. Of course, we had them the first semester.

Chairman PERKINS. Go ahead, Sid. Mr. Meade.

**STATEMENT OF FOSTER MEADE, SUPERINTENDENT,
VANCEBURG PUBLIC SCHOOLS OF KENTUCKY**

Mr. MEADE. My name is Foster Meade, known as Sid Meade. I'm from Lewis County. We are all working together on the same programs. I have the same problems they do. I'm going into a little different thing and I'm not going to cause you any problems, I don't think.

I'm here representing the EKDC, for Mr. Quie, which is the Eastern Kentucky Development Corp. It's a group of superintendents, a consortium of superintendents in the rural areas that we have pooled our resources and are working together to be able to get some of the things that some of the larger school systems can have that we've been unable to have.

Now, this title IV, ESEA, title IV, which was Public Law 93-380, I think was one of the finest laws that we've ever had and you don't hear much said about it because it doesn't cost a great deal of money.

You see, I get about \$18,000 for Lewis County in this program and pooled it with the other 32 superintendents and I'm getting \$1 million worth of services.

We have at Ashland, Ky., employed the director and we have a complete staff and we have our own computer center and we contribute our money and we have enough leeway and enough flexibility in it that superintendents can use the money about any way that we want to which a lot of times we don't, but there's a great deal of redtape to this program. And the one thing we've been a little bit afraid of is that we might lose this program. We've heard from—some questions about it, that it might not be refunded, but for the amount of dollars, tax dollars and expenses being paid out on this, we feel like this is one of the most worthwhile programs that's ever been constructed in eastern Kentucky. We've got 32 superintendents and now we have a lot of other superintendents.

We have about seven to eight districts outside. We have our own computer center whereby we have a teacher. We did away with the red book, the bird book as you call it, 5 years ago. We have computerized attendance which saves all the teachers the time and efforts of keeping the books. It's been perfect. We have a scheduling program. We have a bus manifest and we have a payroll. We have

just anything that the superintendent wants from that district that he can pay a small fee in addition to this money that we have contributed by per student, so much per student.

And what we would like to request of you gentlemen, and compliment you in every way in all the things you have done for us, is that you continue to fund this program for just as long as you can. That's the only thing that I've got right here.

Chairman PERKINS. Go ahead. Identify yourself.

[The statement of Dr. Towler follows:]

PREPARED STATEMENT BY STEPHEN W. TOWLER, SUPERINTENDENT, JENKINS INDEPENDENT SCHOOLS

Despite the absence of language on public schools in the federal constitution, the federal government has always had some part in public education. Beginning with the land grant acts and continuing through the last session of Congress, certain provisions for public schools have been enacted by Congress.

The most sweeping extension of federal involvement in education was provided by the Elementary and Secondary Act of 1965. During the past thirteen years of the existence of the various "Title Acts," Congress has expended vast amounts of federal money for enrichment programs. There has been expansion, curtailment, consolidation, reappraisal, and redirection of these programs during that time.

Many research studies have been produced in which the efficacy of federal spending was questioned. These studies (Coleman, Jenks, etc.) have usually been followed by drastic reductions in federal allocations. Possibly the early over-sell and over-claiming of federal involvement in the 1960's had led to the skepticism of the 1970's. Faith in the schools has given way to doubt in many cases as exemplified in national and local community surveys.

Being directly involved with local district budget-making and knowing the real strain of stretching the educational dollar, I feel that local school administrators are qualified to evaluate the worth of federal support. The federal dollars currently being utilized by local districts in Eastern Kentucky are a valuable and integral part of the total operational budget.

Rather than laud the merit of the past years of federal support, the following will be devoted to recommendations for future funding.

While the state is charged with the primary responsibility of funding elementary and secondary schools, federal involvement should always be present. The desirable funding balance would have federal funding account for 33%, state funding 33%, and local funding 33%.

Federal funding through the state should continue. The state department of education has the resources available to administer such programs. A continued effort should be made to condense paperwork and bureaucratic "red tape" that has long been a characteristic of federal funding.

The forward funding concept must continue to allow local administrators to adequately plan around federal allotments.

Local Educational Agencies should be given considerable latitude in program determination. Federal funding has traditionally been categorical in that legislation has been tied to school reform which necessitates program evaluation. While not discounting the worth of this approach, the local school district has the most accurate perception of student needs. Local latitude within generalized federal guidelines—this concept is one of the positive attributes of the way Title IV (parts B and C) currently operates.

Careful consideration and study be given to any revision in the Title I formula.

Comprehensive Employment Training Act be returned to previous level of funding.

Serious study and revision of 874—Impact Aid. Although this issue has been discussed for many years, little has been done to revise and change this antiquated law.

While not directly related to this hearing, I would like to also endorse a cabinet level position for education.

**STATEMENT OF STEPHEN TOWLER, SUPERINTENDENT,
JENKINS INDEPENDENT SCHOOLS**

Dr. Towler. I'm Steve Towler, superintendent of Jenkins independent schools. It's now Pike County. I'm a relatively new superintendent but I have been working in Federal programs for about 5 years. I worked with the organization that he was just talking about and I decided I was getting a hot seat in the superintendency so I'm in Jenkins now. My home is in Ashland. I have a lot of things to say but I'm going to cut about 90 percent of them out because they've already been said. I think it's unnecessary to be redundant.

I have followed ESEA since 1965, Congressmen Perkins and Quie, and I think that was the greatest strides since the Land Grant Acts of many years ago.

Of course, during that time as everybody is well aware of, there's been expansion, curtailment and consolidation and reappraisal and redirection and I think for the good most of the time except for the curtailment. I don't believe in the curtailment.

One thing that bothers me a lot of times are these massive studies that get headlines in papers and I'm thinking of Coleman and Jencks and these people that try to say that it doesn't make a bit of difference what you do, really. All of this is for naught. And I think there's a lot of loopholes in those studies and I think that the testimony that you've heard today from people in eastern Kentucky and other States would say that title I and title IV and title VI and the Education of the Handicapped Act part B are being used to very good service in our schools. And I also want to say that I think that asking a local school superintendent who has direct involvement with budget making and stretching the dollar—I can't think of anybody that would know better how much these programs were worth to the people in their district. So I really appreciate the opportunity of coming to speak my few words.

You know, I hope that nobody is thinking in terms of a Federal limit. Kentucky, a few years ago had their total budget—I think about 17 percent of it was Federal and it has dropped back down now to much less than that and I would hope that nobody is thinking in terms of a Federal limit. Even though you say you're broke, I always have thought the Federal Government has the best taxing source going and much better than we do at the local level. Maybe I'm wrong.

A few points I want to make: I think that the Federal funding through the State should continue. I think that they have the resources, the administrative capabilities to help us on the local level and I recommend strongly that the Federal money still be channeled through the State and not come directly to us.

The forward funding concept that's been around for a few years is the greatest thing in the world and hopefully, there's no problem with that. I just want to put in an Amen on that concept.

This has been said but I want to reiterate a little bit. I believe strongly in local latitude and our State Superintendent is trying to do that with State funds as much as possible. Federal funding has typically been categorical and I've heard a few people say they

want to keep it categorical and I know that you have to keep it categorical to an extent because of the evaluation and reform that you're trying to do with Federal money. But I think that down the road in this next bill you're contemplating now, you've heard the word flexible, latitude today and I hope that remains in your mind as you're drafting this bill.

The one thing that title IV, both B and C is—I'm very much in favor of it. People have the latitude to put this money where they want to and I can't think of anybody that knows better where local money ought to be than the local people. And I believe strongly in the flexibility of that title IV, both parts B and C, if you want to join a consortium of superintendents like Mr. Meade mentioned, you can or if you want to use all that money on your local level, you can. You have the flexibility to put that where you want it and believe strongly in that.

I've heard a lot of discussion today about revising the title I formula and I think a lot of consideration and study ought to be given before you jump in and revise that thing. A lot of people are very satisfied with it the way it is. Maybe, a few changes and then, two other points.

The CETA Act that Mr. Eversole mentioned, my county superintendent there from Letcher County told me to put in a bid for the CETA. He's been cut about 60 percent which we've been cut about 60 percent in the last few years on this and he feels like that it's a great program for our county down in Letcher County.

And then one other point that I would like to mention: The impact aid bill, I think has been talked about for years and years and years and very little has been done about it, Congressman Perkins. You know, we're trying our best to equalize in Kentucky. We're going now with a—this power equalizing program. It's going to equalize up to 15 cents on our property tax and we're providing free textbooks and increased fee money for kids, every way we can to equalize this out as much as possible. And I know that a lot of people who receive a lot of impact aid wouldn't like to hear me say this but I think that the way that that impact aid is coming to our—some of our local districts is very unfair. And I don't think that the situation is now as it was when that law was drafted. And I think a lot of attention ought to be given to that. I know that every session of the Congress talks about impact aid, but I haven't seen too much revision done on it.

Chairman PERKINS. Well, that's because you've got about 333 Congressmen out of the 435 from districts which benefit. I'm one of those that don't benefit.

Dr. TOWLER. We don't benefit 1 penny from it down in our area.

Chairman PERKINS. Al knows the reason. That's the reason, isn't it, Al?

Mr. QUITE. Yes.

Chairman PERKINS. Every President that we've had in the last 16 years has stated they wanted revision and we've heard them but that's the way it always turns out.

Dr. TOWLER. And just one more point. This is not related to Federal programs at all, but I would strongly endorse the Cabinet level position for education. I think that would help a whole lot of

our problems. Is there any chance of that in the near future, do you think?

Chairman PERKINS. What's that?

Dr. TOWLER. The Cabinet level position for education?

Mr. QUIE. Yes. Sure.

Chairman PERKINS. We hope so.

Dr. TOWLER. OK. That's been talked about a few years too. Thank you.

Chairman PERKINS. Identify yourself and go ahead.

[Statement of Mr. Whitaker follows:]

STATEMENT OF MR. BOBBY JOE WHITAKER
 SUPERINTENDENT, MONTGOMERY COUNTY SCHOOL SYSTEM
 MT. STERLING, KENTUCKY
 BEFORE THE
 SUBCOMMITTEE ON ELEMENTARY, SECONDARY
 AND VOCATIONAL EDUCATION
 LEXINGTON, KENTUCKY
 FEBRUARY 10, 1978

Gentlemen, I am Bobby Joe Whitaker, Superintendent, representing the Montgomery County Board of Education, Mt. Sterling, Kentucky. My present responsibility as superintendent is to serve as the executive officer of the Board of Education in administering the school system in conformity with Board policies and according to the rules and regulations of the Kentucky State Department of Education and in keeping with State Laws. I have served in this capacity for four years.

The time has come for Congress to renew the Elementary and Secondary Education Act of 1965 this fall with possible significant changes. How the legislation will be changed is clearly the major education issue in the current session of Congress.

I would like to speak in support of Legislation to extend the Elementary and Secondary Education Act.

In my nine years as a teacher/coach and thirteen years as a school administrator, I have seen our state and local educational programs grow considerably along with the growth of the Federal programs.

EDUCATIONAL DEPRIVED CHILDREN
(ESEA TITLE I, PART A)

I uphold the view of the American Association of School Administrators as summarized in Phi Delta Kappan (January 78). The AASA believes there is an urgent need to increase the level of federal financial support for education.

Adequate support should be provided to equalize programs that will guarantee every student an equal opportunity for quality education. Any major changes in eligibility criteria for funds to disadvantaged children should be "very carefully reviewed". If changes are to be made, they should come as "a gradual process".

I propose the following amendments or improvements to ESEA Title I

Part A:

1. Increase funding for FY 1978 from \$2.3 billion to \$3.0 billion.
2. Expand Title I, ESEA to high schools.
3. Expand Title I, ESEA to include Summer Programs to help these children in areas where schools were closed due to harsh weather and to help retain the gain earned during the regular term.
4. Allow Title I teachers to perform the general duties as assigned to other teachers.
5. Establish a system-wide parent-advisory council composed of representatives from each Title I school and omit the requirement that the council members must be automatically furnished with certain specified documents such as copies of the complete Title I statute and regulations.
6. The "forward funding" concept introduced within the past few years has allowed us to anticipate funds and plan instructional programs. This concept should be continued.
7. A more effective method of disseminating successful educational innovative programs should be proposed.
8. Include the funds generated from PL 874 Low Rent Housing in the Title I Grant to the LEA.

EDUCATIONALLY DEPRIVED CHILDREN - MIGRANTS

The Montgomery County Board of Education initiated a migrant program in the 1975-76 school year by identifying eighty eligible students and by fall of 1977-78 school year had identified and enrolled 166 students. Our program is a tutorial program with the supportive services of a social worker and guidance counselors.

During the spring of 1976-77 fifty per cent of the students who were tutored in reading and/or mathematics showed improvement according to program stipulations. Twenty-five per cent received needed dental work, twenty per cent received eyeglasses/eye care; thirty-three per cent received other health related services and thirty-three per cent received counseling and showed improvement for their absenteeism.

We also offered a summer program to all eligible migrant children and one-third of all eligible students attended on a volunteer basis. The meal service for the summer program was provided through the Summer Food Service Program for children. This summer lunch program was very beneficial to the underprivileged children in our county, even though it was offered on a limited basis at four sites. We plan to expand this program this summer to offer nutritional assistance to every qualified child 18 years of age or younger in our school system who might otherwise be deprived of food assistance they normally receive during the regular school term.

Recommendation:

- I. Retain the funding procedure but consider forming a separate branch for the administration of program.
- II. Expand the eligibility requirements to include the children of workers who engage in the cutting, transportation and sawing of timber.
- III. Expand eligibility for the children who migrate annually but whose parents or legal guardians do not join in the agricultural or fishing migration.

TITLE IV "B" AND "C"

Louise C. Bedford, Instructional Media Coordinator for the Montgomery County Schools, will speak to the subcommittee in regard to Library and Learning Resources (Title IV, Part "B"), however, I would certainly be remiss not to state that I feel that with certain minor changes, which Ms. Bedford will allude to we feel this is a federal program which probably touches the lives of every student in our school system through services and materials made available to our media centers.

Our Education Innovative and Support (Title IV, Part "C") funds were used to participate in a consortium for computerized pupil attendance and accounting which has been beneficial to us by providing a computer center to assist our school system in scheduling high school students in appropriate classes and a system-wide computerized attendance program. This program has proved to be a successful innovative project, and is scheduled to expand the present computer services next year.

The two features of Title IV that are particularly attractive to me are that it is a forward-funded program and the flexibility of Part "B".

My only recommendation for improvement would be to increase the appropriation.

ADULT BASIC EDUCATION PROPOSALS
MONTGOMERY COUNTY SCHOOLS

Montgomery County Schools in 1972 became the first school in the State to adopt the modern concept of community education.

A major component of the community education program is the provision of basic education services for adults.

Montgomery County initiated the first program of homebound instruction for adults using paraprofessionals specially trained to teach adults. Other innovative measures were taken to open the school facilities to adults wishing to learn to read and write or to prepare for the G. E. D. diploma. Some of these measures were to open special classrooms at the schools daily for adults as well as in the evenings. Adults are allowed to ride buses, eat in the cafeterias, and graduate with our regular high school seniors.

The results of the efforts is an attractive program of A. B. E. services that enroll over 200 adults each year with 160 G. E. D. graduates last year.

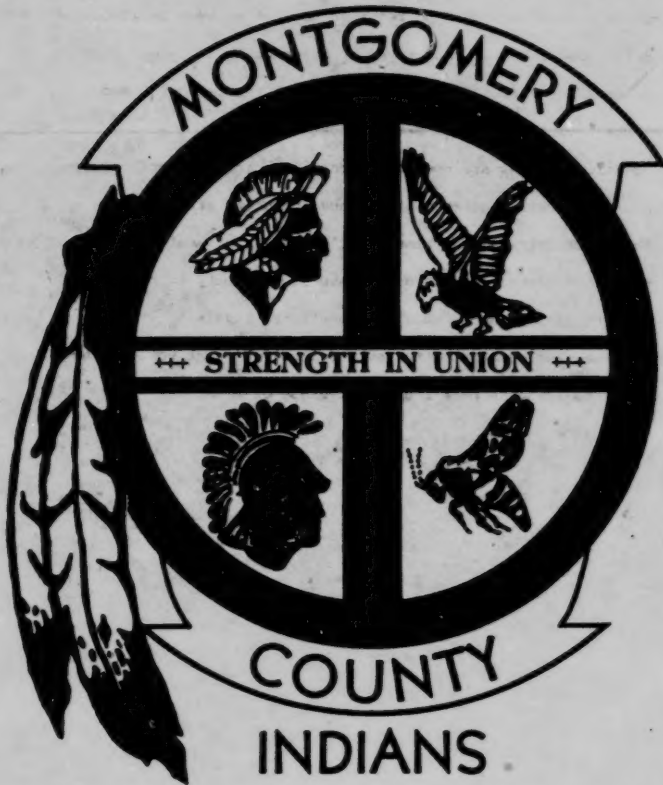
In all this, still only a small percentage of the adult population needing A. B. E. services can be served. In surrounding counties the need is even greater and the services almost nonexistent or extremely limited.

Some recommendations for meeting the educational need of all communities is as follows:

1. Increased funds for ample adult education classes in all counties should be provided through federal and state budgets.

2. School districts that are willing to make the effort in reaching large groups of adults should receive financial assistance to employ full-time directors of A. B. E., vocational education, and community education programs.
 3. Local districts should be required to meet minimum adult education needs and be encouraged by bonus units and other awards to seek innovative programs to reach illiterate adults and those having inadequate basic education.
 4. Additional funds are needed for supplies, instructional equipment, and building renovation since buildings other than school facilities many times meet the needs of adults more effectively than schools do because of proximity to population pockets of low income and low educational levels.
- Mr. Chairman and members of the subcommittee, I thank you for the opportunity of speaking in behalf of continuance of ESEA.

MIGRATORY PROGRAM



1977 - 1978

MONTGOMERY COUNTY MIGRATORY PROGRAM

1977-1978

Harold Wilson, Director of Federal Programs

Edith Rogers, Social Worker

Dotty Dale, Tutor

Connie Depew, Tutor

Jimmy Robinson, Tutor

Lillian Robinson, Secretary

Programs for Migratory Children

(From Federal Register, Vol. 41, No. 189 - Tuesday, September, 28, 1976; p. 42909)

Sec. 122. (a) (1) A State educational agency or a combination of such agencies, upon application, shall be entitled to receive a grant for any fiscal year under this section to establish or improve, either directly or through local educational agencies, programs of education for migratory children of migratory agricultural workers or of migratory fishermen.

WHAT IS THE MIGRATORY PROGRAM?

The Federal Migratory Program provides a tutoring service to children in the public school system who have moved into the district within the past 6 years and whose parents/guardians are involved in farming, forestry, or fishing as an occupation. Of course, these are limited by the region of the country. Montgomery County, as well as most of Kentucky, is concerned almost entirely with the migrant farmer. Medical and social services as well as the educational services are provided through this program. The assumption is that migrant workers and their children are lacking in many educational and social needs. The children may fall far behind their classmates and become isolated, culturally and socially. Funds from the Migratory program provide not only tutors for the children but also clothing and medical services. Hearing tests, eye tests, and dental work are given to those that the Social Worker, Tutors, students' teachers, or counselors think could benefit from such attention. This has led to eyeglasses and dental work that had been put off because of the lack of money by parents and guardians.

JOB DESCRIPTIONS

The social worker's job includes seeking out the migratory students and serving as a liaison between their homes and the school in identifying special needs of the children as students and finding resources to meet those needs. Thus, the social worker's ultimate goal is to insure the migrant student's educational and basic needs are met and to keep he/she on schedule academically and in regular attendance. The social worker forms relationships with community resources, and works through individual case studies and group work in addition to carrying out a migrant parent council.

The tutor's job involves tutoring in math, reading, and language arts. The goal is to try to increase the math, and reading skills for those who have fallen behind in their classwork. The tutors schedule the students so

as not to detract from the regular classroom work but rather supplement the regular reading and math classes. The tutor also helps with keeping track of chronic absenteeism and acquisition of needed clothes, medical help, and other social services. The tutors also plan field trips to enhance the tutoring sessions and to create new and varied experiences for the students. In addition to math and reading skills, health and ecology experiences are brought out in the tutoring sessions to alleviate environmental problems at school as well as at their home.

1976-1977 MONTGOMERY COUNTY MIGRATORY PROGRAM

Our program was supervised by the Director of Federal Programs, Harold Wilson and carried out by two tutors, Dottie Dale and Jimmy Robinson and a social worker, Edith Rogers. There were 148 students identified as migratory throughout the school year. These students ranged from kindergarten to twelfth grade. Of the 148 students, approximately 80 students were tutored some-time during the school year. The maximum load for each tutor at any one time was around 30 students, taken mostly out of study halls and practical arts in the middle school and high school, and at various times in the elementary schools. The students were tutored from one to three times a week for 1/2 hour each time. The tutoring was done outside of the classroom in a room provided at each school, with one or two students at each tutoring session.

Two folders were kept on each student. One folder contained the eligibility papers and permission slips. The other folder was a working folder kept by the tutors on each child. This folder contained C.T.B.S. Test scores as well as work done by the students during the tutoring sessions.

Field trips were also planned and carried out. These trips were to Natural Bridge, Lexington's Malls, University of Kentucky, and one camping trip. These trips were limited because of money and space but seemed to be enjoyed by all of those who participated.

SUCCESS OR FAILURE?

The success of the program can be measured in several ways. The tutors had the goal of improving the reading and math skills of the students by a rate of .5 year/school year over the previous year. This could be measured by a pretest and post-test using the C.T.B.S. test results given by the counselors at each school. Of the forty-four students with pre-test and post-test scores, twenty-six in reading and twenty-five in math met or exceeded the goal of .5 year advancement.

Since the test scores for all the children were not available, the measure of success of the program could be found in other ways such as the social benefits of a one-to-one relationship with the tutors. Since psychological, physical, and cultural deprivation was prevalent in many cases, the tutorial relationship became very important to each child. The tutors found most of the students became more vocal and more self-confident as the year wore on.

Success may also be measured by the services rendered to each child. Of the 148 students identified 25% received needed dental work, 20% received needed eye care, 33% received other health related services, and 33% received counseling and showed improvement in their chronic absenteeism.

MONTGOMERY COUNTY SUMMER MIGRATORY PROGRAM 1977

The Montgomery County Migratory Program offered a summer school to all eligible migrant children in the Montgomery County District. Approximately 150 students were eligible of which 50 students responded "yes" to a questionnaire about a summer program.

The program began on June 20th. with 42 students and 8 teacher-tutors. All teachers were certified and taught in the Montgomery County School system. We had one teacher-coordinator who was a Migratory tutor in the regular school term. We also had one TMR teacher, one EMR teacher, one librarian, two elementary teachers, and two Title I reading teachers.

The program consisted of one 4-week session with each teacher assigned from 3 to 6 students of the same age and grade levels. We had a K-2 class, a 3rd. grade class, one 4th. grade class, two 5th. grade classes, one class consisting of 6th. and 7th. grade, and one class consisting of 8th. and 9th. grade.

The normal day, although each day was different, consisted of breakfast, tutoring sessions, lunch, play time, and arts and crafts. We also had swimming time twice each week as well as a field day each week.

The tutoring sessions consisted of one-to-one and individualized tutoring of math, reading, and language arts. Most tutoring consisted of the basics of math and reading as well as expansion for those with high achievement levels. Folders and test scores from the regular school term were used as guidelines for planning the tutoring strategy of each teacher.

The swimming time consisted mostly of getting used to the water and play as well as instruction for those who needed and wanted to learn to swim. The students were divided into 3 groups and the pool used as a private residential pool.

Play time dealt mainly with just a release of energy for the most part with some volleyball, kickball, basketball, and tumbling instructions given when time allowed. This took approximately 1/2 hour each day.

Arts and crafts activities were planned for the last part of the day. The activities included coloring and drawing, tempera paints, poster and pen art, macrame, crayon ironing, dough pictures, and copper enameling with a small kiln. The activities were broken up so as one group would have physical education while one group was having arts and crafts. Filmstrips were also used during this time.

Each teacher had her own classroom, with the library used as an all-purpose meeting and resource room. The classrooms were also used as the arts and crafts room while filmstrips were shown in the library. Use of the gymnasium was limited as much cleaning was being done.

Field trips were planned for each week as well as a 4-H Camp and Day Camp available for those who signed up. The field trips consisted of (1) trip to Pizza Hut and a show, (2) trip to Lexington's Civic Center and WKYT-TV and eating out at McDonald's, (3) trip to Camden Park Amusement Park, West Virginia, (4) tour of Carter Caves State Park and picnic.

Morehead State University was also involved in the program by giving a pre-test and a post-test to each child. This was done by a group of student teachers and was given to all the students in the program that were in attendance on those two days. Morehead also sent four student teachers, the last two weeks of the program, for their practicum working in Learning Disabilities.

The meal service was provided free through the Federal Lunch Program. Breakfast and lunch were provided for all students and adults involved in the program and sack lunches were taken on two of the field trips.

We provided dental appointments for those who had been identified during the regular school term, as in need of dental work. The teachers also suggested those who they thought would need eye test. One of these students was tested and received glasses through the program.

The program ended on July 15th. with 32 students attending plus 4 more students at 4-H Camp. The last day was used as a day for passing out clothes and personal items such as soap, clothes, toothpaste and toothbrushes. The day ended with games and home-made ice-cream and some sad good-byes.

The Summer Program seemed to be of benefit to all the students involved. An average attendance of 38.6 from a total of 43 shows that the variety of activities was a definite boost to the program. The "Summer Camp" atmosphere tended to be more enjoyable than a strict schedule of academics - for both students and teachers. Most of the interest was generated by the use of the enameling kiln, the swimming schedule and the field trips

1977-1978 PROGRAM

Added to the program this year was one more tutor, Connie Depew, plus several new students. Some students lost their eligibility but the total amount of those identified stayed approximately the same (144).

Organization of the program has remained about the same with the added benefit of one year's experience plus one year's knowledge and exposure for the school's administrators and teachers. Hopefully, this will lead to greater cooperation between teachers and tutors.

Each tutor is working with approximately 25 students. The elementary program is involved closely with the learning disabilities, remedial reading, and special education teachers. Most of the migratory children who are behind in the classroom are found to have problems that require the attention of these special areas.

In the Middle School program we are trying to avoid overlapping of special classes with our tutoring. If a child is in a Title I Program, or Special Education we try to go on to another student who is perhaps in need of just as much attention but who is not in those programs. However, we are in the process of trying to involve all the migratory students from the Middle School on our own personal enrichment program. This would give us a chance to work with all the migratory students whether they are identified as being behind in the classroom or not. We have set up a program which would involve 10-12 students per each six weeks period. These students would spend half the time in the tutoring sessions and half the time learning the art of copper enameling. This was used in our summer program and was enjoyed by all involved. At the end of the six weeks period 10-12 new students would be involved in the personal enrichment program. This seems to blend in nicely with the Personal Enrichment Program already offered for all the students at the Middle School.

In the High School, the scheduling of students becomes rather difficult because of the strict adherence to specific classes at specific times. It is difficult

for any student to leave the classroom for fear that he or she may fall behind in that particular class. For that reason, the tutoring sessions are limited to study hall periods and practical arts periods where no grades are given.

EVALUATION

With any new program, mistakes are going to be made and many areas of the program will need to be revamped and improved, however, all things considered, the Montgomery County Migratory Program seems to be, by all individuals involved, an increasingly vital program for the migratory students. Evaluating the needs of each student, setting up a tutoring schedule, and increasing the students awareness of things around him: all these are big challenges to the Migratory Programs. But as the program expands and the "fruits of our labor" can be seen, we are able to say that we have begun to show the students a caring attitude and possibly a way to help themselves as well as a way for them to help others. In this way they become productive, self-confident, and happy individuals.

**STATEMENT OF BOBBY JOE WHITAKER, SUPERINTENDENT,
MONTGOMERY COUNTY PUBLIC SCHOOLS OF KENTUCKY**

Mr. WHITAKER. Thank you, Congressman. My name is Bobby Joe Whitaker and I'm superintendent of the Montgomery County School District. That about 35 miles east of Lexington here and I'm like the gentleman from Jenkins. I've been in it about 4 years. I feel like we have some concerns and I will briefly try to cover these because some of them have already been mentioned.

Our school district has approximately 4,000 students and we're here today and certainly consider it a privilege to be invited along with Mrs. Bedford, our media coordinator who has already testified, because this is an important time, I know, since Congress will be considering the renewing of elementary and secondary education in 1965 and how this legislation is changed is probably one of the, or the, major educational issues in the current session because that's where the crux of the money in Title I and other programs comes to, districts like ours. And I certainly want to speak in behalf of the assistance that it has given to our county and the students there.

First of all, adequate support should be provided to try to equalize as the gentleman who just spoke—programs for trying to do that state wide so that every student regardless of their circumstances receives an equal opportunity for quality education and I'm concerned also that if changes are made in the funding mechanism that they be very carefully reviewed and that if any big changes take place that it will be the gradual process. What I guess I'm saying is that we're pretty well satisfied as to how the allotments have been coming to us.

Very quickly here, this has already been mentioned but I would feel negligent not to mention it again. The fact that we would like to see some consideration in the guidelines to allow title I teachers to perform some general duties as assigned to other teachers so that they might be considered a part of the staff and promote harmony rather than having certain teachers wonder why they are a separate group. Teachers that have taught together for years sometimes get at odds with each other because now she is title I and she doesn't have to keep the bird book and so forth. And we belong to this organization that Mr. Meade referred to. We are one of the districts that participates, and we are very pleased with the services that EKDC, and we think we are certainly getting probably a dollar and a half's value from the dollars we spend with that organization.

One other thing on title I and I will move hurriedly on, is that—as some of the gentlemen earlier this morning, we would like to see some consideration given to the title I parent advisory committees returning to a districtwide thing. We have only six schools in our district, but we got better representation and interest and so forth when we had the district wide parent advisory council than trying to have a separate advisory council at each school.

Let me move quickly on to a program that—I don't know if it has been mentioned this morning, but the migrant program that is a part of title I, we feel has meant a great deal in our county even though dollarwise there's not that many dollars involved. We initiated the migrant program in the 1975-76 school year and identi-

fied approximately 80 students, and by the fall of this school year we have enrolled 166 students in our migratory program, which is a tutorial program that we have with social workers and guidance counselors involved, and then we have the paraprofessionals that work with these students very similar to title I where they are in small groups in the areas of reading and math.

And I have some other things here in our testimony, but rather than read to you, I will move on down.

On this particular program we feel like one of the things that might be improved would be to expand the eligibility for the children in the migrant program who sometimes migrate without their parents migrating. They are involved in migratory work but they may—they are 15, 16, 17 years old when they left home, or older, and they are either traveling by themselves or with an uncle. But the parents are at home and as a result they are not eligible. And I don't know whether that is a large number, but we have run into that in some cases in our particular county.

And over on now quickly to title IV-B and C. Mrs. Bedford has already spoken to the subcommittee in regard to library and learning resources. But once again, I think I would be certainly remiss not to state that with some minor changes she has mentioned, we feel like this program, probably in offering library resources and materials, probably touches every child in Montgomery County, because sometime during the course of the day, if not daily, at least certainly two or three times a week, each child in our school will get exposed to our media centers and the staff and facilities that title IV-B has provided for us.

I have already mentioned—Mr. Meade has, some of the services that we are getting through this consortium, and they are even talking about, I think, Mr. Meade, expanding those services further next year if we—if it is refunded and funds are available.

My only recommendation there would be an increase to the appropriations if possible.

One last thing and I will conclude. Montgomery County schools in 1972 became the first school in the State of Kentucky to adopt the concept of community education. We are not here to toot our own horn, but we feel like that program has grown in the last 5 years and it has offered a very vital service, especially to adults as well as in-school children. And we have found out that we had a lot of people with varied talents and I guess people are resources, certainly, that have come in and assisted and expanded our schools, and we have been able to—one of the things we have been able to do is increase the use of our building facilities from about 30 percent of the time, talking about hours in the day and summer months and so forth, to about 80 percent of the time.

Sometimes I wonder if we will ever be able to pay the utility bills because there is something going on on our community in our school buildings almost yearly and all during the day and evenings.

The results of this kind of program in our particular situation, we've got a pretty good-sized adult basic education program. We have people that even go out into the homes and teach illiterate adults who can't come to our learning centers and so forth. And last year we had over 200 adults enrolled in our adult education program

and approximately 160 people that received GED diplomas who might not have otherwise been able to receive these services.

I will stop with that other than to say, Congressman Perkins and other members of the subcommittee, I do again appreciate the opportunity to be invited here and let you know how we feel.

Chairman PERKINS. I will ask a question or two briefly. First, Superintendent Whitaker, I want to compliment you on your community schools. What evenings during the week do you have your community school meetings?

Mr. WHITAKER. We meet Monday, Tuesday—every night but Wednesday night, and that is church night in our community.

Chairman PERKINS. Every night but Wednesday night. And has your participation grown considerably in the last few years?

Mr. WHITAKER. Yes, sir, each year.

Chairman PERKINS. You received very little funds at the outset from the Federal level to get that community school system going, am I correct?

Mr. WHITAKER. That is correct.

Chairman PERKINS. Are you receiving any funds through the State now for that purpose?

Mr. WHITAKER. Through the State, no, sir. We are getting a lot of help through some moneys, through the Federal Community Education Act in the fact that they have established an office at the State level and have a Statewide coordinator, and we were—

Chairman PERKINS. It is still Federal money that you are getting—

Mr. WHITAKER. Yes, sir.

Chairman PERKINS [continuing]. Besides your local resources?

Mr. WHITAKER. Yes, sir.

Chairman PERKINS. Have the local people and the Board of Education backed your community concept idea wholeheartedly?

Mr. WHITAKER. Yes, sir. In fact, I think they probably went way out on the limb, the Board of Education in 1972, in adopting a resolution saying that they believed in this concept. And the people have gone beyond our, even our expectations in the support of the program. We feel like they have supported it and it has also caused our regular day school program to be—it has contributed to it in getting people into the schools who otherwise we weren't getting in, to see something about what facilities and programs were available.

Chairman PERKINS. Your town is about what, 15 or 16,000 population?

Mr. WHITAKER. The county, yes, sir.

Chairman PERKINS. And how many people do you have attending the community schools over there?

Mr. WHITAKER. We were involved in all of our programs with about 2,800 people last year.

Chairman PERKINS. And what subject matters are principally involved?

Mr. WHITAKER. Well, now you know it is always—generally we think as educators we decide what people want. But in community education we do annual surveys and besides our adult basic education, which deals with reading, writing, the basic things, we do a

survey and we have offered everything from vocational courses to folk dancing. Some of them are of a recreational, cultural nature. But if we have a demand and the people are interested in most any kind of course we have been able—we have had beginning guitar. We have academic oriented and some—we have found people that were willing to come in, for example, and teach photography. We've got a nice horticulture center. We have had a lot of people interested certainly in agriculture. We are sort of in the foothills there and on the edge of the bluegrass. We have got people that will donate their time who have a lot of expertise. So we get a lot of free service by people who are not really involved or on the payroll of the school board there in teaching some of these classes.

Chairman PERKINS. Have the community schools resulted in community improvement, such as water, sanitation in the rural areas, through the enrollment in these programs becoming conscious of a great need and getting behind improvement projects of that nature? Has it worked in that area?

Mr. WHITAKER. Yes, sir. We believe that it has, certainly. In fact, we have—also with some other things done, we have gotten help through a lot of public agencies. The county judge, for example, has been in, and the fiscal court and the mayor and so forth have made buildings available to us to teach classes. We teach a class to—we call it powder puff mechanics, for ladies who drive automobiles that don't know a lot about the operation but find themselves in situations where they need to know some basics about automobiles. And one of the local automobile dealers just turned over a building and his shop supervisor to teach that sort of thing.

Chairman PERKINS. Over and above adult basic education, where people are functionally illiterate, you just about try to serve the people in any area where there is a demand to teach them anything to help them improve their standard of living?

Mr. WHITAKER. Yes, sir. And several of these programs that have been, for example, maybe of a cultural recreational nature, they will come in and get in a folk dancing class or learn how to play the guitar, but they will see while they are there that we are offering a basic course in reading, and while they are there, after a few nights they will decide, I am going to come back on Thursday night and get in this GED preparation class. So they have complemented each other in getting a lot more people involved.

Chairman PERKINS. Now, Mr. Dotson, let's talk about Pike County for a minute. That is perhaps one of the large counties in our area, and there is no way that you can have one high school system in that county. You would be transporting people 150 miles a day at least and across mountain after mountain after mountain. The transportation cost is one of your big problems in your county, I presume, with the consolidated school system that you now have. Eliminating all of those one-room schools—the last I think was in the Knobs Creek country?

Mr. DOTSON. Right.

Chairman PERKINS. You know, when title I was first enacted, all youngsters and families with an income of \$2,000, or less than \$2,000 were eligible, were counted, plus those on AFDC. But the AFDC element got completely out of hand and we were awakened.

When we tried to revise this thing in 1973, we didn't get the formula worked out until 1974 on the Orshansky plan. And naturally during that period of time you started out with about \$1.7 million, you lost a lot of population due to migration. But now those who left are coming back.

And I think when the announcement is made from the State level within the next few weeks that you will see that you have picked up more dollars this year, maybe \$250,000 or something like that, more than you received last year. That is just my offhand opinion, but if I am incorrect I hope you will let me know by letter or call me when that announcement is made.

And, of course, when you get to fooling with a formula, we worked 2 years and that was our real difficult problem. It is not sacrosanct and it is not the most equitable formula in the world, but it was the best that we could possibly obtain to get justice for the people in Appalachia and the poor people throughout the Nation at that time.

And I am hopeful that you will see considerable improvement in the next allocation. We are going to mark up this bill in the next 4 to 6 weeks, going to do the very best we can, and I am well acquainted with all the other problems that you have enumerated here this morning, and Congressman Quie is well acquainted with those problems. I don't think, Foster, there is going to see any effort to destroy these programs, such as the CETA program. Of course, we've got more problems by getting these different titles funded now, since there is a tendency to consolidate more than ever in the Congress.

And I think that we can do a good job writing this bill, and we are going to get more money for title I, and that will take care of a lot of the inflationary pressures that have been eating on you over a period of years.

And I am hopeful that before Mr. Quie leaves the committee we can work out the best bill possible and give it some stability by giving it a duration period of at least 4 years, and continuing all of these worthwhile programs. And I am sure that we can do that, and we will do that.

Now, Mr. Quie, do you want to ask any questions?

MR. QUIE. Yes, sir, just a few. Mr. Whitaker, you mentioned about a districtwide parent advisory committee. You have one now, do you not?

MR. WHITAKER. Yes. See, we have—actually now we have committees at each of our schools. All of our schools are title I eligible, or target schools, and it is not a particular problem. This is just a suggestion. We feel like we got better participation and did have representation. Our country doesn't have any consolidation of poverty in one particular area, and so we just felt like it was, rather than having six advisory councils at six schools, meeting independently and so forth, and giving us input and so forth, that it would be more feasible to go back. I think at one time in title I that the districtwide committee was acceptable.

MR. QUIE. So you are really proposing eliminating those six, is the only difference?

MR. WHITAKER. That's right. And operating with a districtwide advisory committee rather than six separate at each school.

Mr. QUIE. OK. Do all of you have districtwide committees in operation?

Mr. WHITAKER. Yes, sir.

Dr. TOWLER. Yes, sir.

Mr. EVERSOLE. Yes, sir.

Mr. QUIE. Mr. Whitaker, you indicated that all of your schools are title I schools?

Mr. WHITAKER. Yes, sir.

Mr. QUIE. Do all of the rest of you have all of your schools title I schools?

[All members of the panel indicated in the affirmative.]

Mr. QUIE. So none of you had to go through target arrangement. How do you determine how much money goes to each school?

Mr. WHITAKER. We use tests, academic test scores.

Mr. QUIE. Do each of you—

Mr. MEADE. The same.

Mr. QUIE. Same way, academic—

Mr. EVERSOLE. You really support them on per capita type need based on the student need, number of students from the testing, and this testing thing gets to be a real problem at the time that you have to do it in; you know, in the spring. And that is why I was saying a while ago, if our teachers could do it and knew more about what to do, maybe they could do it at a different time.

It takes a lot of instructional time away from your title I things as they work in the spring, for example, to do a lot of testing, which is—which I can see is necessary to find out. But it is based on that and distributed, setting up programs for those students based on per capita need.

Mr. QUIE. Uh-huh.

Chairman PERKINS. Do you find that low achievement is related primarily to low-income parents?

Mr. EVERSOLE. Yes, very obvious. It has become very obvious over the time that we have been involved in this thing, and there is a very close correlation.

Mr. QUIE. I am not a believer in that. I can understand, if you've got 90 percent of your kids who are low achievers, you haven't got many others to look at.

Mr. DOTSON. Could I add one other thing?

Chairman PERKINS. Yeah. Let Mr. Dotson—

Mr. DOTSON. Excuse me. I didn't speak for title IV because you called on me first, but I would like to say that I am wholeheartedly in support of the title IV moneys as they are now being handled that comes into our State. I think our State has made a great stride in trying to give as much power as possible to the local controls. Bill Purcellus, who is in charge of title IV, has worked closely with our groups to provide services through title IV moneys, and, like Sid Meade, I didn't say anything about it in my opening remarks.

But I would like to support what he has said, because we have had many innovative programs that he didn't—he just enumerated some of them. There have been many. There have been lots of things brought to our system through this organization which has helped us in many, many ways. And I, Congressman, would like to speak in behalf of title IV support and Bill Purcellus in the State Department.

Mr. QUIE. NEA has recommended that we use poverty all the way so that you distribute the money to your schools based on low income instead of achievement. Would you like to have the law changed so you would have to distribute it based on low income rather than achievement? I will take each of you around. Go ahead.

Mr. WHITAKER. I don't think that that would necessarily improve our situation. I—what we are doing seems to be reaching the children who have the—well, our whole title I is devoted strictly to reading, and I think there is a correlation. But it seems to be meeting our needs by basing it on academics. I would not necessarily support that.

Mr. QUIE. Uh-huh.

Mr. MEADE. All of our people have been trained in this concept for several years, you know, and if you change it completely, then you've got a whole new ball of yarn. You've got to start all over again, and you've got a lot of problems. I think—

Mr. DOTSON. I think our biggest problem is that what has happened to us is that we have had to cut services because of the increased prices, and that has happened. We have had the same number of children and we have had to cut services, like Congressman Perkins mentioned, because we lost title I funds. We just cut services. And some of those services were so valuable and they were taken for granted with our people, that our local Board and even in a deficit budget picked up some of this expense and we have been doing that. We have been continuing those services that we once afforded under title I funds and had to drop them after we lost the monies.

Mr. ROBERTS. The Pike County Board of Education last year—not this final year, paid for \$165,000 worth of title I programs that we had started and didn't want to discontinue because title I money wasn't there.

Mr. QUIE. Uh-huh.

Mr. DOTSON. And our budget ended up in a deficit.

Mr. ROBERTS. I think that—I would like to say one thing. From the beginning, Pike County has been our top priority. Title I is working for us because ordinarily you think of reading as being your weakest area. And it was then. But in our most recent county-wide testing program, we are better readers than we are mathematicians or anything else. We are reading that well.

But I don't know what—I hope that regulations don't require us to stop reading and go to something else, because I still think it is important. It is crucial to the other—I think we should be able to branch out maybe in some math and some other programs. To continue reading, but also to go into areas that we—

Mr. QUIE. Yes. Do you have the flexibility to do that?

Mr. DOTSON. If we had the funds.

Mr. QUIE. If you had the funds. I mean, your choice has been—

Mr. DOTSON. Yes.

Mr. QUIE [continuing]. To use the funds that you have in reading?

Mr. DOTSON. State level has worked well with us. We have no problems and no complaints. It is just that we don't have enough funds to do the things that we think is necessary to be in the form of compensatory education to what we are able to provide with what money we have.

Mr. QUIE. Let me finish on the answer to my question. How do the rest of you feel about changing the law so that you would have to distribute your money to the schools based on low income rather than achievement?

Mr. EVERSOLE. I really don't feel that that would. I think that would be a disadvantage to our school system in Perry County.

Mr. QUIE. How about Pike County?

Mr. ROBERTS. I think it would be a handicap.

Mr. QUIE. A handicap.

Mr. ROBERTS. Now you were mentioning earlier to some—responding to someone else about the option. I mean, is there a trend of thought on that?

Mr. QUIE. What I would like to see is for the county to have an option of determining target schools by either achievement or low income. If they want to stay on low income, they could. If they want to go to achievement, they could.

Dr. TOWLER. Whichever yields the most.

Mr. MEADE. Yes. See, 15 or 20 years ago—

Mr. QUIE. Yes. Whatever is the fairest distribution within a school district, according to the people who are there, is what I say—

Mr. EVERSOLE. The funding to the district would remain the same, but where the money would go within the district would vary.

Mr. QUIE. That's right.

Mr. DOTSON. They would have a choice, you are saying?

Mr. QUIE. Yes. That's right. It just seems to me the people in the district are smarter than we are in Washington in determining how they can best distribute it.

Mr. DOTSON. I wouldn't disagree with your thinking, that local people should have choices.

Mr. QUIE. The NEA also suggested in their testimony that the title I program should only go to the poor.

Dr. TOWLER. Only to the poor?

Mr. QUIE. Only to the poor. How do you feel about that?

Mr. EVERSOLE. I don't see how they, as an educator, could really believe that. Now NEA members should be educators, I believe, and how an educator could believe that would be hard for me to understand, as an educator.

Mr. QUIE. That is what I wanted. Talking about that—

Mr. MEADE. That is advocated by probably the black or the minority.

Mr. QUIE. Mr. Meade, does your title IV program that you explained, come under IV—C?

Mr. MEADE. Yes.

Mr. QUIE. OK. Is that ongoing now, or is it as long as title IV is funded?

Mr. MEADE. On this system, the way it is right now, it is almost perfect because we have got enough flexibility that we can do what we want to with it. And that is the way we like it.

Mr. QUIE. If we continue to fund on the Federal level, at least at the level we are doing now, you have assurance you will be able to get the money?

Mr. MEADE. Right. That's right.

Mr. EVERSOLE. Yes.

Mr. DOTSON. Through State Department arrangements, that is right. We have no problem with the State Department.

Mr. QUIE. You don't have any difficulty?

Mr. EVERSOLE. There are several of these cooperative type arrangements within the State of Kentucky. Ours was one of the earliest, I guess, the Kentucky Valley Educational Cooperative, that Congressman Perkins, I am sure, is very aware of. We use some of these IV—C moneys for the same thing. Of course, with the career education program that we have done so well with, I believe, in the Kentucky Valley Co-Op, and in the Breathitt and Fletcher areas.

Chairman PERKINS. Well, we will do our darnedest to see that it is funded.

Dr. TOWLER. I would like to ask one question. You know, we have been talking about increasing the title I appropriation. It looks like we may get more money. What about title IV in terms of increase? I mean, is there any thinking along that line?

Chairman PERKINS. It remains stationary, according to the President's recommendation. It may be that we can increase it enough to take care of some inflation or something like that.

Mr. QUIE. We have got to increase some other education programs too, you know, where the President cut back, like on voc ed.

Chairman PERKINS. Voc ed, yes.

Mr. QUIE. One of the things we want to make sure that we increase those.

Chairman PERKINS. Yes.

Mr. DOTSON. We are very much interested in follow-through, Congressman. It is very important.

Mr. QUIE. There is a 1-year extension in our present bill.

Mr. DOTSON. But according to the last pamphlet we had there, Congressman Quie, there is a possibility of a cutback in this program.

Mr. QUIE. Yes.

Mr. DOTSON. To me, this is one of the most outstanding programs that we have in Pike County, if not the outstanding program, as far as instruction is concerned. To me, if I had a child in Pike County, or one of my grandchildren, I would hope that it could get into a follow-through room, and this follow-through—these follow-through teachers and the training that they have gone under and have had has rubbed off on the teachers in the whole school and also the county as a whole. And we feel that we have inherited over the past, due to some programs, and we are not critical of the programs, some teachers who aren't the best qualified, and then it is now our job, after we have them employed, to train them. And we think that the follow-through program, it does a good job of letting this rub off on some of the other teachers because of the training which they get in the follow-through program.

And we are highly in favor of the follow-through program.

Chairman PERKINS. Let me say that I agree wholeheartedly with you. We have watched for years. The last 4 or 5 years the funding has just remained stationary. But this year the President recommended in his increased appropriation for title I that follow-through be merged into the title I programs. So there again you could take some of the title I money, but that is not going to serve your problem. That will cut you short somewhere else.

Mr. DOTSON. And we don't have it.

Chairman PERKINS. You just don't have it.

Mr. QUITE. There is no insurance that that title I money will merge in and go into Pike County.

Chairman PERKINS. I would rather see, the follow-through program remain categorized, and we'll see if we can't do that. And do our best to increase the funding.

Mr. DOTSON. It is very important to us.

Mr. PURCILLUS. Congressman Perkins, I am Bill Purcillus, and I am the Director of the title IV program for the State of Kentucky, and I would just like to go on the record, not only for eastern Kentucky, but Kentucky as a whole, that title IV has been one of the most positive received programs that I think has been funded in many a year. And I think that most—title IV may be as close to general aid education as we will ever get, which I think—

Mr. QUITE. I hope so.

[Laughter from the audience.]

Mr. PURCILLUS. But knowing a certain gentleman up at the head table, the Chairman who has been working toward this ultimate end for many years, but also as the title IV, and I know that you are—you gentlemen are working toward a 4 year extension of the title IV plan, I wish that you would consider of us submitting a 4 year plan with annual updates instead of having an annual plan. I think this would reduce some paperwork.

This program does reduce paperwork as far as this is concerned, and we are able to diminish this at all times. And I think that all local districts with the flexibility and discretion would agree that from the categorical programs, the title IV, the paperwork has been cut in half. And we are able to get quite substantial evaluative information, which I had the privilege of sending you this particular annual evaluative report that we send OE every year, and I think that document substantiates the programs ongoing in title IV and how important that it is.

I also—I would like to speak also to the strengthening areas. I know that there has been some consideration in reducing that or doing away with it in the title IV plan. I hope, as far as the State Department of Education is concerned, that you will consider leaving that in the particular piece of legislation that is drafted, because it is a great deal of help. It crosses all bureau lines as far as the State Department of Education in its consistence.

Besides the moneys in the staff development areas, we have developed a plan in getting it out to LEA's, and I think we are doing a great deal in this particular area.

And we would like to thank you gentlemen for the 1-year extension even.

Mr. DOTSON. One other thing, Congressman Perkins. I would like to express my appreciation to you and to the people that have helped us get over somewhat the April flooding. We had nine schools that were major flooded. We had 15 that were flooded. We had some schools that had as high as 8 feet of water in every room of the school, and we appreciate your help and your support—

Chairman PERKINS. You had better tell about the pinpoint disaster so Al might help me hold it here.

Mr. DOTSON. And we are disappointed, of course, in the pinpoint disaster program. We made application last year for the April 4 flood. We, of course, experienced the severe winter of last year.

We made application for a sum of over \$600,000 help through the Pinpoint Disaster Program. We no more than got through the bad winter. We weren't really through it until the April 4 flood came and hit us, and then we began to wade out from under the mud.

And then we questioned why they hadn't even talked to us or come to check with us about the disaster—the Pinpoint Disaster help. And the people from the Atlanta office told us that they didn't have enough money to come and check the application.

And then after that, I talked to Mr. Stormer in Washington, D.C. and I asked him if he had enough people on his force to come and check our application that we made, and he said he did not.

And I would like to mention that, that we haven't even had our Pinpoint Disaster application checked, much less approved.

Chairman PERKINS. And I have done my darnedest, and I think the only way to get around it is to give the Secretary direct authority to pass Atlanta and send somebody down immediately.

Mr. QUIE. This was held up in Atlanta?

Chairman PERKINS. What?

Mr. QUIE. This was held up in Atlanta?

Chairman PERKINS. Yes, Atlanta.

Mr. DOTSON. They said they didn't have enough money, the people in Atlanta. We talked to them many times. They said, "We don't have expense money to come to Pike County to check your application."

And then after that happened, then I talked to the people in Washington. And I said, "You mean to tell me that you don't have enough people in your office to come to Pike County and check our application?"

And now since that has happened, we have had a winter which we will experience the same amount of losses. Because, a few days ago we had water in our schools again. Not as bad, but we had some schools that were flooded. And we have been out, this is 25 straight days because of the weather. Hopefully and prayingfully we will get back in the schools Monday with chains on our buses, as much as we can, because we are going to do our best. But we do need some help.

Mr. QUIE. And those are those new schools that were built—

Mr. DOTSON. Sir?

Mr. QUIE. And those were those new schools?

Mr. DOTSON. Some of them. One of them was a new school that we had started and that cost us a million two hundred thousand dollars, and we started occupying it in January, and it was flooded in April.

Mr. QUIE. Is that right? What is the frequency of those floods? Are those 100-year floods, 50-year floods, or 10-year floods?

Mr. DOTSON. This is the worst flood—this is the most schools that were ever flooded in Pike County. We have had some schools that were flooded before. We had water in school buildings this time that had never been in any buildings before.

Mr. ROBERTS. The Tugg River reached a crest—some folks will say 16, some will say 22 feet higher than any previous crest.

Mr. DOTSON. We feel that we should be able to get help from the Washington office on the Pinpoint Disaster Program instead of having to go through the Atlanta office.

Chairman PERKINS. Well, what we are going to try to do is to give the Secretary of HEW, or his designate, direct authority to investigate immediately the pinpoint disasters.

Mr. DOTSON. Thank you, Congressman.

Chairman PERKINS. It won't repeal any of the flaws that are on the books, but that will just bypass situations where they didn't respond to us.

[Laughter from the audience.]

Chairman PERKINS. That is all they have done. I had Mr. Jennings here to take it up with them. I took it up with them, and I just got tired of talking to them, trying to get them down there.

Mr. EVERSOLE. We had the same thing happen to us in Perry.

Chairman PERKINS. What's that?

Mr. EVERSOLE. The same, we had the same communication—

Chairman PERKINS. Yeah, you had the same situation in Perry County, Mr. Eversole.

Well, let me say to all of you that we have heard from the heart of Appalachia today, Cincinnati; Pike County, Ohio; Huntington, W. Va. I wish the people from Knoxville had gotten here, but I don't know why.

But nevertheless, you good people from the mountainous area and even extending down to an area bordering the Bluegrass, we appreciate all of you being here today and I think we have had a wonderful hearing. It has been most beneficial to us. We've got a lot of ideas that that will enable us to write better legislation, and we will do our best to carry out your suggestions and follow through on them.

So I am proud of the fact that we have had a good hearing here.

Now do we have anybody in the audience that has been invited that has not been heard?

[An indication in the affirmative from the audience.]

Chairman PERKINS. All right. We will hear you, and come around and identify yourself. We don't want to leave anyone out.

Mr. QUIE. Thanks to all of you.

Chairman PERKINS. Yes, thanks to all of you. Now, Al, let me shake hands with these good people before they leave here. They are all from my neck of the State.

STATEMENT OF FAUSTO VERGARA, INDIANA STATE DEPARTMENT OF PUBLIC INSTRUCTION

Chairman PERKINS. All right. Just go ahead and identify yourself and start.

Mr. VERGARA. My name is Fausto Vergara. I am the Federal liaison representative for the Indiana Department of Public Instruction, and I am here representing Dr. Harold Negley, State Superintendent of Public Instruction of Indiana, and the first thing I would like to say, that back in Indiana we are really happy with the elementary and secondary programs that you and the members of your distinguished subcommittee have made possible.

We really don't have any real major problems.

And I have submitted our testimony. I don't intend to touch on but a couple of things—

Chairman PERKINS. Without objection, all of your testimony will be inserted in the record. You tell your distinguished Commissioner of Education of Indiana.

[The document referred to follows:]

STATEMENT BY FAUSTO VERGARA, INDIANA STATE DEPARTMENT OF PUBLIC INSTRUCTION, ON THE REAUTHORIZATION OF ELEMENTARY AND SECONDARY PROGRAMS

Mr. Chairman, members of the subcommittee: My name is Fausto Vergara, the Federal Liaison Representative for the Indiana State Department of Public Instruction, and I am speaking on behalf of Dr. Harold H. Negley, Indiana State Superintendent of Public Instruction.

I thank you for the opportunity you have given us to present Indiana's views on certain aspects of the Elementary and Secondary Act.

First we will address *General Education* issues.

GENERAL EDUCATION

1. *Program and fiscal audits*

Audits conducted by HEW Fiscal Auditors often get involved with program matters which are not fully understood by the auditors. The Indiana Department of Public Instruction proposes that: Congress should make clear its intent that program audits must be conducted only by USOE program specialists and fiscal audits by HEW auditors. In either case, audits should not be conducted on program issues later than the year following the applicable (audited) program year.

2. *Parent involvement*

In Indiana there is widespread concern that after 12 years of effort in Title I and other similar programs large numbers of children continue to perform at unacceptably low levels; however, a growing number of parents and educators are suggesting that pupil performance in school may be influenced in a positive way by the involvement of parents with their children in the school experience. When parents understand the developmental needs of the child, value education, are helpful and supportive of the work done in school, and participate actively in the education of their children, a positive impact may occur in a number of areas, including: attitudinal changes, achievement gains, a sustaining of such gains over a greater period of time, and a decrease in drop-out rate.

The Indiana Department of Public Instruction suggests that in order to encourage a parent-education partnership, Congress create a federal program to be operated through the States to support parent education.

3. *Determining eligibility of private school students*

LEA's can be held out of compliance with the Civil Rights Act if a private school participating in a federal program in the school corporation is out of compliance.

The Department of Public Instruction proposes that Congress amend either the Civil Rights Act, the General Education Provisions Act, or each affected federal Act to indicate that OCR, not the LEA, has the responsibility for determining private school compliance with civil rights provisions and to remove this responsibility from the LEA.

ESEA, TITLE I LEGISLATION

1. *Inflation allowances*

Increases in Title I appropriations over the years have not kept pace with inflation.

The Indiana State Department of Public Instruction proposes that the Title I law should be amended to require the Commissioner of Education and the director of OMB to report annually to Congress on the impact of inflation on Title I expenditures. An appropriation with two distinct parts would then be made annually; the first part to keep pace with the economy, the second part to fund program expansion.

2. Selection of title I students

There has been discussion concerning changing the method of selecting students to participate in Title I programs.

The Indiana State Department of Public Instruction recommends that the present requirements be maintained.

3. Full funding

Currently, less than one half of the students eligible to receive Title I services receive such services because of the low appropriations for Title I.

The State Department of Public Instruction proposes that the Act should be funded at the full authorization level.

4. State administrative funds

The current provision of state administrative funds is inadequate due to an expansion of the state's technical assistance role and due to inflation.

The Indiana State Department of Public Instruction proposes that provisions for state administration should be changed to a sum not less than 1.5% of the state's grant or \$400,000, whichever is greater. These funds are needed to provide current needed services. As the State's role is expanded, more administrative funds will be needed.

5. Comparability

The penalty for non-compliance with comparability requirements is unreasonable and severe.

The Indiana State Department of Public Instruction would prefer a more reasonable penalty for non-comparability such as: (1) Return of only those funds required to have been expended to make the district comparable; or, (2) return of Title I funds for those Title I campuses found to be not comparable.

MIGRANT EDUCATION LEGISLATION

1. Eligibility for participation requirements

There are varying degrees of requirements on all levels (local, state, and national) regarding the criteria needed to exhibit eligibility for participation in Migrant Education.

The Indiana State Department of Public Instruction recommends that the minimum requirement for establishing eligibility for participation be clearly set forth in the law.

2. Funding of summer school programs

The funding level per child participating in summer programs should be larger than regular session participants.

The Indiana State Department of Public Instruction fully supports the existing full funding of Migrant Education which gives priority to moving migrant children. The allocation formula, however, should be reviewed to take into consideration that the implementation of summer programs is far more expensive than implementing regular school year programs, when local and state resources can be brought to bear.

ESEA, TITLE IV LEGISLATION

1. Part B allocation based on "high cost" students

The current programs rules and regulations (but not the Act) require that the funds allocated on the basis of number of "high cost" children must be traceable to such "high cost" students. This creates accounting problems and restricts local discretion.

The Indiana State Department of Public Instruction proposes that the Congress should instruct the Department that the regulation oversteps the intent of the law.

2. Equitable private school student participation

Problems are being encountered in meeting the requirements that children enrolled in private schools be provided equitable benefits and services. Although problems are being encountered in both Part B and Part C, the problems are predominant in Part C where school systems are competing for funds.

The Indiana State Department of Public Instruction proposes that clarification is needed on non-public schools' rights and role in ESEA, Title IV-C pro-

grams, especially as it relates to competition. The Act should be amended to specify that if a local educational agency concentrates a Part C program or project on a particular group, attendance area, or grade or grade level, then private school children who are included in such groups, etc., shall be assured equitable participation in the purposes and benefits of such programs or projects.

In Part B the SEA, where allowable by State law, should be permitted to designate a public agency to serve children enrolled in private non-profit schools when the public school district is not participating in Title IV-B programs.

3. Part C—Strengthening leadership resources

In the recent past there has been discussion about eliminating or restricting the use of the Section 431 (a) (3) 15% set-aside for strengthening the leadership resources of state and local educational agencies. These funds are provided to States to utilize in strengthening the leadership resources of State and local educational agencies. The nature of this program is such that States can identify areas of need and utilize these funds to offer either short- or long-range solutions for the identified needs.

Each of the activities conducted under this portion of Part C is designed to enhance the delivery of educational services to students. The activities are multifaceted and involve many State Department of Education personnel. A recent survey indicated that these funds are basically being used to:

1. Improve SDE Educational Specialist staff in both quality and quantity. These staff members work on a day-to-day basis with local educational agency instructional staffs.

2. Expanded and improved data processing services.

3. Improved planning and evaluation services.

In addition, funds available under this program have not increased in the past few years in proportion to inflation.

The Indiana State Department of Public Instruction proposes that Congress should continue to provide funds for strengthening the leadership resources of State educational agencies.

4. State advisory council function

The State Advisory Council role as specified in the Act conflicts with the SEA administrative, evaluation, and employment policies. The SAC is responsible for evaluating all projects funded under Title IV and may hire a staff to assist in their duties.

The Indiana State Department of Public Instruction proposes that the Act should be amended to specify that the SAC is advisory only. The SAC should advise on all matters related to developing and administering the Annual Program Plan. This would include advising on the evaluation of Title IV. The ESEA, Title IV staff can serve as SAC staff as necessary.

5. Local educational agency single application

The Act currently requires a single LEA application for both Part B and Part C. Due to the diverse nature of these two programs, especially since one is an entitlement program and the other one is a discretionary program, the single LEA application requirement creates an administrative problem.

The Indiana State Department of Public Instruction proposes that the Act should be amended to delete the single application requirement and allow for separate applications for Part B and Part C.

ADULT EDUCATION

1. Programs of equivalency for a certificate of graduation

The current law indicates that 20% of the expenditures are limited to GED or other secondary programs. The problem is that many states do not provide services as a GED or high school program. Rather, services are provided on a learning center basis with adults of all levels being enrolled.

The Indiana State Department of Public Instruction proposes that the language which says that each state "will make available not to exceed 20 per centum of the State's allotment for programs of equivalency for a certificate of graduation from a secondary school" should be changed. The 20% factor should be calculated on the basis of the program enrollment rather than on actual expenditures.

2. *State administrative funds*

Currently, the 5% limitation on adult education state administration funds is a national limitation. In order to bring smaller states up to a USOE selected floor, larger states lose funds.

The Indiana State Department of Public Instruction proposes that the language should be changed to read "5%, or a floor," whichever is greater. Once the 5% is reached, the Act should reflect a dollar-for-dollar matching process for state administrative funds.

3. *Statement of purpose*

Present language refers to 8th grade or below as the priority for entitlement.

The Indiana State Department of Public Instruction proposes that the grade level reference should be eliminated. It should be stated that in order for an adult to function effectively in this society, competency skills equivalent to the secondary level of education are required. The most undereducated adult (those possessing very low literacy skills) should continue to be the top priority for service. The relationship of ABE and employment should be maintained in the statement of purpose.

4. *Grants to States*

Some interest groups would like to base State grants on other income data for adults. No national data on low-income adults exists other than the U.S. Census. Individual states may have better data but there is no way to determine national data.

The Indiana State Department of Public Instruction proposes that while there are problems with the current state grant process, the present system should continue. The census data are not totally desirable, but no better data source exists at the present.

5. *Special projects and teacher training*

USOE may request a set-aside to the Commissioner for special projects. Present law does not allow this.

The Indiana State Department of Public Instruction proposes that the present 10% set-aside for special projects and teacher training should be maintained as is. If the U.S. Office of Education receives authorization for similar purposes, then a separate appropriation should be made also. Funding for USOE should be made also. Funding for USOE should not be taken from State grant programs.

6. *Cost matching*

The present law requires a 90/10 matching. Certain interest groups want 100 percent federal support. Others want to go to a sliding scale based on state effort.

The Indiana State Department of Public Instruction proposes that the sliding scale produces severe problems for a number of states. The present 90/10 ratio should be maintained with the territories being funded at 100 percent.

7. *State advisory councils*

Certain interest groups want a mandated State Adult Education Advisory Council.

The Indiana State Department of Public Instruction proposes that the State Advisory Councils should continue to be a "may" provision of the Act. There is strong support from the field in this area with almost no one in favor of mandated state advisory councils.

8. *Special population groups*

It has been proposed by certain groups that certain percentages be earmarked for special target groups such as the elderly, etc.

The Indiana State Department of Public Instruction proposes that Adult Education should continue to serve special population groups such as the elderly, adult Indians, and Indo-Chinese refugees, but no percentage amounts should be placed on the numbers that should be served. We do not want to get locked into any quota or percentage systems for special populations.

9. *National advisory council*

There is a proposal to merge the adult education councils with the councils on vocational education and community education. We fear that adult education will lose its limited visibility in such a merger.

The Indiana State Department of Public Instruction proposes that the National Advisory Council on Adult Education should be continued.

10. Planning grants

Funds presently appropriated for adult education are not sufficient to provide for needs beyond maintaining a status quo.

The Indiana State Department of Public Instruction recommends that a new authorization of approximately \$5 million for planning grants to the States. These grants will be used to *fund needs assessments, long-range planning, not opening the delivery system, not implementing competency based education, and articulation of adult education with other programs such as CETA.*

Mr. VERGARA. And the feeling again is that if no changes occur right now, we could live with the programs the way they are.

We have some suggestions, but they are not really major. And I will give you just a couple of for instances.

When we talk about general education, we have had some problem with audits. And we are suggesting that when we have an audit that it shouldn't take 4 years after the fact, and that if they are reviewing a program, a specialist program, the Office of Education should do the review. And if they are talking about fiscal matters, well, then an auditor, a fiscal specialist should do it, because we do get some disagreements as to, you know, educational practices.

And—but that is about one of the major problems. The rest of the problems are really things that with a minor tuning we could continue to live with and continue to serve the children.

By and large the feeling in Indiana is that the programs are working. They are reaching the right people.

Chairman PERKINS. Yes.

Mr. VERGARA. And if funding, the level of funding continues to increase, we will be able to reach more students who are in need. But we don't—we are not for—we tend to be conservative and we don't want any major overhaul or any major changes.

For the full view of the State department and now specifically talking about title I, it would help if we should receive a little bit more money for administration of title I. Because we have the plans and we would like to do a better job, especially in the area of in-service of teachers and reading and math. We would like to do more on-site reviews, but it gets down to the business of dollars and cents. And unless we get a little bit more money we won't be able to do other things we want to do.

Chairman PERKINS. You're now talking about for administration purposes?

Mr. VERGARA. For administration purposes. We notice that every year our appropriation has gone—your allocation has gone higher and higher and we are able to serve more students. Now in the area of comparability, we in Indiana feel that is a little too harsh the way it is. We have a couple of suggestions. You know, maybe the penalty shouldn't be so severe. This has been mentioned several times. I won't go into it.

Now in migrant programs we have a couple of suggestions. We would like to have a clear definition of eligibility. And since in Indiana we have—most of the programs are during the summertime, we would request that the subcommittee remember that when you do it in the summertime for migrants it's more than just a supplementing. It really takes the whole package. And if this could be taken into consideration it would help us greatly.

Now in title IV, B and C, it's been working beautifully. We really—major problems, as I said before, we do not have. I would like to mention briefly the fact that due to the money that the State department gets for strengthening leadership activities, we have been able to become to a certain extent, because of the fund that come from government, we have been able to serve our school districts. And we're now in a position that we do a lot of—we offer a lot of technical assistance. And in the collection of educational data we are in a better position. So we are hoping that this will not stop, because we depend on it. And we—I cannot imagine that we would be able to get that money from the State legislature and all of a sudden our department would be really paralyzed if we didn't have that.

Now there are some other minor points in adult education. They come from our division. And, again, they deal with money for State administration making sure that at least we get the 5 percent, which we are not getting. And that—we also recommend that we don't allow any—you don't allow any type of quota division. Like, you know, special groups be singled out and then you have to get locked into serving populations by quota. Because our program we believe is working right and the State plan takes care of all the special populations.

So other than that, we really don't have any major problems and if you have any questions I would like to answer them.

Chairman PERKINS. Well, let me just thank you for your appearance here today. We've noted the fact that you would need a little more money for administration and you were well satisfied with the programs. If there is any way you can suggest to us to improve the quality of any of these programs or if you think about it later, write us a letter for the record.

Mr. VERGARA. I shall do so.

Mr. QUIE. You heard us talking this morning about the selection of title I students. The Department of Public Instruction recommends that the present requirements are maintained. After the target schools are selected, or in the case where there aren't any target schools, sometimes a distribution is made on the number of poverty children, and others the distribution is made according to achievement scores. Which way do you come down on the selection of—

Mr. VERGARA. In the case of Indiana, it's strictly done on the basis of educational need.

Mr. QUIE. On educational need.

Mr. VERGARA. Once we have, you know, given the dollars to the different school corporations, then it's—our application requires that we identify the number of educationally disadvantaged children and that's how the money goes. So—I mean, it's not perfect, but like if you were going to have 25 educationally disadvantaged children in the first grade, maybe that would require the hiring of two paraprofessionals as opposed to one paraprofessional in another school that also qualifies. So it is on the basis of educational need. And I'm sure that's the way it's been done in the last 4 years. I don't know if it was—we stuck to it in the beginning, because there was the slower change. And now it's based on basically the scores you get from the testing that takes place in the spring, plus there is a little room for teacher and other professionals recommendation, but only on the basis of educational needs.

So the test score basically, plus all the professional recommendations and no attention is paid whatsoever to income or any other social economic indicator.

Mr. QUIE. The second question I would have is on the allocation of part B funds, where you say that the regulations now require that the funds allocated on the basis of high cost children must be traceable to such high cost students. That doesn't seem bad to me, that the ones who have trouble you ought to make sure that they get the money spent on them.

Mr. VERGARA. Yes. It's—I would consider that a very minor headache as far as the accounting department. But I wouldn't even want to talk too much about it.

Mr. QUIE. OK. Thank you. That's all I have. Mr. Chairman?

Chairman PERKINS. Let me thank you very much. And John Brademas does a good job representing you on the committee up there. He is on this committee and we will tell him about your need for a little more administration costs.

Mr. VERGARA. Thank you very much.

[At this point the hearing was adjourned at 12 noon.]

[Material for inclusion in the record follows:]

Knoxville City Schools

Board of Education

101 East Fifth Avenue - Knoxville, Tennessee 37917 - Telephone (615) 546-2251

JAMES A. NEWMAN, Superintendent

February 14, 1978

Honorable Carl D. Perkins
Congress of the United States
House of Representatives
B-346C Rayburn House Office Building
Washington, D. C. 20515

Dear Representative Perkins

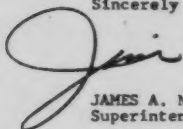
Thank you for discussing the Elementary, Secondary, and Vocational Education Acts with Congressman John Duncan last week. With the snow and other meetings, it was impossible for me to make the hearing in Lexington last Friday morning at 7:00 a.m.

Congressman, you have been a great asset to education in our country. I recall how you have improved the Vocational Education Act and all other aspects of our educational programs through the years.

My staff and I have reviewed both proposed bills HR 7571 and HR9968. It is our perception that the HR7571 would have adverse effects on the instructional program of the Knoxville City Schools.

Attached you will find a summation of our position on each of the aforementioned bills. If I can be of any service to you please call me.

Sincerely



JAMES A. NEWMAN, LL.D.
Superintendent

JAN:stt

cc: Congressman John Duncan

Knoxville City Schools

Department of Federal Programs & Public Information

101 East Fifth Avenue - Knoxville, Tennessee 37917 - Telephone (615) 546-2251

JAMES A. NEWMAN, Superintendent
HARRY GILLESPIE, Assistant Superintendent

Date: February 9, 1978

To: Dr. James A. Newman

From: Harry Gillespie *HG*

Subject: Review and Analysis of House of Representatives Bills
#7571 and #9968

Please be advised that my review of these two bills has been limited largely to a review of PL93-380, Title I. These two bills are amendments to existing legislation. I do not have the text of the Acts referred to in these two bills. I am, of course, very familiar with Title I legislation as it is a program that we work with daily. We do not have approved programs for all the other Acts mentioned. I do think, however, that the responses given herein are appropriate and accurate. The opinions expressed are, of course, my own and may not necessarily reflect the opinions of the School System collectively.

HR7571

Section 141 (a) (1) (B) water down the effect of present compensatory efforts and would spread the already underfunded program too thin. This section would make available Title I programs to any school in the district in which 3% or more of the enrollment qualified. Knoxville has a district average of 31%+ disadvantage. This provision would spread Title I efforts to every school in our district except two. In my opinion, this would be retrenchment.

HR7571 permits states to elect to base funding determinations based upon data from educational assessment programs. This could result in massive attempts and extreme pressure from local systems to use Title I for satisfying proficiency testing needs. HEW has ruled that this is in violation of Title I principles and guidelines. This would change the direction of the program after 12 years. In my opinion, the program is just now beginning to follow a clear, definitive course.

We are not clear as to what Lines 16 to 20, Page 18 will do. If this means that Head Start and Follow Through Programs would become parts of PL93-380, Title I, then we strongly support this change.

This bill proposes a number of changes designed to strengthen parent involvement in compensatory efforts. The bill appears to be basically good, however, I am concerned that without sufficient funding and more timely distribution of guidelines, regulations and allocations, implementation will be extremely difficult.

The number of required meetings (nine) for school PAC's seems excessive. We think six is more appropriate (one every six weeks as a minimum.)

LEA's need the autonomy of employing sufficient personnel chargeable to Title I to assure implementation according to the law. SEA's often restrict LEA's according to unofficial guidelines. The requirements for parent involvement relative to the numbers of meetings, workshops, training, etc., and other portions of HR9968 such as summer bridge programs, model programs for junior and senior high and staff retraining programs would require additional personnel in our case. State monitoring comments indicate unofficial national and/or state efforts to freeze or reduce the small amount of supervisory personnel currently in use.

Knoxville City Schools PL93-380, Title I District Advisory Committee passed a resolution in support of HR9968 at its February 9 meeting. The vote was unanimous. Approximately 165 persons were in attendance. The committee is comprised of a membership of more than 250. The resolution requested that the committee's feelings of support be conveyed to Congressmen John Duncan and Carl Perkins with copies also to Senators Baker and Sasser. Minutes of said action are on file in the LEA, PAC Office.

HG:jr

ALVIN M. STUMBO, Chairman
JAMES A. GUFF, V. Chairman
RAY BRACKETT, Asst. Supr.

RAY CAMPBELL

DR. MARY A. HALL
DR. JAMES D. ADAMS
RONALD HAGER, Asst. Supr.

Floyd County Board of Education

Pete Grigsby, Jr., Superintendent
Prestonsburg, Kentucky 41653

DISTINGUISHED MEMBERS OF THE SUB-COMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION, AS AN OFFICIAL REPRESENTATIVE OF THE FLOYD COUNTY SCHOOL SYSTEM, I AM MOST APPRECIATIVE OF THE OPPORTUNITY TO APPEAR BEFORE THIS SUB-COMMITTEE TO ARTICULATE SOME CONCERNS ON PENDING FEDERAL LEGISLATION AFFECTING SCHOOLS IN THE FLOYD DISTRICT AND THE COMMONWEALTH OF KENTUCKY.

IN OUR DISTRICT, THE COMMONWEALTH AND THE NATION, MANY PROBLEMS HAVE BEEN COMPOUNDED DUE TO THE AVAILABILITY OF FUNDS TO MEET SPIRALING COSTS BROUGHT ON BY INFLATION.

THE DISPARITY IN WEALTH BETWEEN SCHOOL DISTRICTS HAVE RESULTED IN DISPROPORTIONATE CONSTRUCTION PROGRAMS WITH THE RESULT THAT SOME DISTRICTS HAVE A LARGE BACKLOG OF SCHOOL HOUSING NEEDS. THERE HAS BEEN A HISTORIC GAP BETWEEN THE NEEDS FOR SCHOOL HOUSING AND THE ABILITY OF THE DISTRICT TO CONSTRUCT SCHOOL HOUSING. OUR DISTRICT IS NO DIFFERENT.

OUR STATE REQUIRES A FACILITY SURVEY EVERY FIVE YEARS. OUR LATEST SURVEY WAS DONE IN 1975. BY CONSERVATIVE ESTIMATES, THE COST TO MEET ALL OF OUR NEEDS FOUND BY THE SURVEY WAS IN THE NEIGHBORHOOD OF \$25 - \$30 MILLION DOLLARS. WE ONLY HAVE THE BONDING POTENTIAL OF ABOUT 1½ MILLION DOLLARS AT THE PRESENT.

WE FEEL THAT A TREMENDOUS ASSIST COULD BE MADE TO SCHOOL DISTRICTS IN THE COUNTRY BY MAKING AVAILABLE SOME FEDERAL FUNDS TO HELP ALLEVIATE THESE NEEDS.

THE LOCAL PUBLIC WORKS CAPITAL DEVELOPMENT AND INVESTMENT PROGRAM OFFERED SOME HOPE, BUT TO THIS POINT IN TIME, SCHOOL DISTRICTS HAVE HAD TO COMPETE WITH CITY AND COUNTY UNITS OF GOVERNMENT FOR THESE FUNDS. THESE ENTITIES OF GOVERNMENT ARE ALSO IN NEED OF FUNDS AND ALTHOUGH SYMPATHETIC THEY WILL NOT SHARE THESE FUNDS WITH SCHOOL DISTRICTS.

WE STRONGLY URGE THAT THE LOCAL PUBLIC WORKS CAPITAL DEVELOPMENT PROGRAM BE SCRUTINIZED AS A VEHICLE FOR CHANNELING SOME ADDITIONAL FUNDS FOR SCHOOL HOUSE CONSTRUCTION. A GUARANTEED PER CENTAGE OF THESE FUNDS SHOULD BE EARMARKED FOR SCHOOLS. THESE FUNDS COULD HAVE A TREMENDOUS IMPACT ON REDUCTION OF UNEMPLOYMENT AND FURTHER BOLSTER THE ECONOMY.

WE FEEL OUR DISTRICT HAS MADE A TREMENDOUS EFFORT TO IMPROVE OUR FACILITIES IN THE PAST 10 YEARS. WE HAVE BONDED OURSELVES TO AN ALMOST EXHAUSTIVE POINT OF BONDING POTENTIAL.

FEDERAL ASSISTANCE IN THE AREA OF SCHOOL CONSTRUCTION WOULD FURTHER PROMOTE EQUALITY IN OPPORTUNITY FOR ALL PUBLIC SCHOOL CHILDREN.

THE SECOND MAJOR AREA OF CONCERN DEALS WITH LUNCH PROGRAMS. PUBLIC LAW 95-166 (formerly HR 1139) HAS BEEN SIGNED BY PRESIDENT CARTER CONTAINS PROVISION FOR IMPLEMENTING NUTRITIONAL EDUCATION. THIS PROGRAM, AS WE UNDERSTAND, WILL BE FUNDED AT A LEVEL OF 50¢ PER STUDENT. THIS AMOUNT OF FUNDS IS NOT ADEQUATE TO IMPLEMENT THE PROGRAM, BUT PERHAPS WOULD BE FOR PILOT PROGRAMS. PL-95-166 ALSO PROVIDES THAT EXTRA FREE MILK REIMBURSEMENT MAY ONLY BE CLAIMED WHEN SUCH MILK IS MADE AVAILABLE AT TIMES OTHER THAN THE PERIODS OF MEAL SERVICE. OUR PERSONAL FEELINGS ARE THAT

STUDENTS WHO NEED THE FREE MILK ARE SERVED BY ITS PROVISION WHENEVER THEY RECEIVE IT. WE FEEL THAT NEEDY HIGH SCHOOL STUDENTS SHOULD BE ALLOWED EXTRA FREE MILK AT LUNCH TIME.

STRONG CONSIDERATION SHOULD BE GIVEN FOR A NATIONAL FREE LUNCH PROGRAM TO SERVE ALL SCHOOL PUPILS REGARDLESS OF INCOME.

MANY OF OUR LOCAL SCHOOL LEADERS AT THE BUILDING LEVEL HAVE VOICED MAJOR CONCERNS ABOUT THE QUANTITY AND COMPLICATIONS OF PAPER WORK REQUIRED FOR REIMBURSEMENT REPORTING. THIS SHOULD BE EXAMINED THOROUGHLY.

WE, AT THE LOCAL LEVEL, ARE MOST APPRECIATIVE OF THE FORWARD FUNDING CONCEPT FINALLY PROVIDED IN THE TITLE I ESEA PROGRAMS. THIS SHOULD BE CONTINUED.

TITLE IV B & IV C PROGRAMS ARE IMPROVED BY THE CONSOLIDATIONS THAT HAVE BEEN MADE, BUT THESE PROGRAMS NEED TO BE EXPANDED IN THE AMOUNT OF FUNDING.

T. ROSS MOORE
S. P. P.

ANNA MAY MAREY
Lunchroom Supervisor

HOWARD HALL, JR.
Superintendent

ROBERTSON COUNTY BOARD OF EDUCATION

PHONE: 724-6311
MT. OLIVET, KENTUCKY 41064

February 6, 1978

Board Members:
CALVIN C. BUSHAW
Chairman
LAWRENCE BURNS
LARRY BERRY
GLENN HESTER
ROBERT STAGGS

OFFICE OF THE SUPERINTENDENT

Carl D. Perkins, Chairman
Committee on Education and Labor
Congress of United States
5346C Rayburn House Office Building
Washington, D.C. 20515

Dear Sir:

Thank you for inviting me to testify at your meeting in Lexington on February 10, 1978. I will not be able to attend.

Our school system would rather have a straight reimbursement for school lunches than the cost per meal type reimbursement. It seems that we are being penalized for being efficient. Last year we had to return 2,000 dollars to Frankfort to be distributed among those districts that proved more than the maximum cost allowed per meal.

Sincerely,

Howard Hall, Jr.

Howard Hall, Jr.
Superintendent

PART 20: FIELD HEARINGS ON H.R. 15, A BILL TO EXTEND THE ELEMENTARY AND SECONDARY EDU- CATION ACT

FEBRUARY 11, 1978

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND
VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Minneapolis, Minn.

The subcommittee met, pursuant to notice at 8 o'clock a.m., in the assembly room, in the Federal Reserve Bank, Congressman Carl D. Perkins of Kentucky (chairman) presiding.

Members present: Representatives Perkins and Quie.

Staff present: John F. Jennings, majority counsel; and Christopher T. Cross, minority staff director.

Mr. QUIE. Mr. Perkins and I are a few minutes late here but yesterday morning when we started in Kentucky, we started right at 7 o'clock sharp, so it's hard to get used to this late hour of 8 o'clock.

It's a pleasure to have Congressman Perkins, who is chairman of the Education and Labor Committee, here in Minnesota. We're going to be working on elementary, secondary education legislation which is the purpose of the testimony today. We have a number of witnesses. We're going to be marking up the legislation quite soon in the Congress. Many of you have been extremely helpful in the past in developing legislation by bringing to our attention what it means here in Minnesota. We have found that field hearings are extremely important because we can talk to the people on their own home grounds rather than in the Nation's Capitol. We learn a lot more on the people's home grounds than we do from people coming to see us.

Chairman Perkins, do you have a comment you would like to make before we start?

Chairman PERKINS. I certainly do have a few observations, Congressman Quie, that I would like to make on this occasion.

It has been my pleasure to work with your outstanding congressman since 1958 on the House Committee on Education and Labor, and I cannot think of any individual, either in the U.S. Senate or in the House of Representatives, that has made a greater contribution all the way across the board at both the elementary and secondary education level and the higher education level than Congressman Al Quie from this State.

And aside from that angle as chairman of the House Committee on Education and Labor, my working relationship with Congressman Quie from the standpoint of dispersing the House Committee on

(159)

Education and Labor funds has been a relationship, I think, that has been unequalled. Our records have been open all through the years since I have been chairman to the press and general public. We were the first committee to open up our hearings to the general public and Al Quie was the forerunner in wanting the general public to share the views in our markup sessions back in 1967 when no other committee in the House or Senate had open markup sessions. And throughout the years, the student assistance programs, the Elementary and Secondary Education Act and all the other education programs bear the imprint of Al Quie.

And I want to tell you, to my way of thinking, there may have been times we have disagreed, but we could always disagree without becoming disagreeable and somewhere along the line, 99 chances out of 100, we always found an area where we would have a meeting of the minds and, therefore, we accomplished results. And this year, working with Al Quie, we're going to expand the Elementary and Secondary Education Act to make it a better act. Before he leaves this committee, we're going to give this bill some duration and stability. He has worked so diligently for our forward funding all through the years that I could really call Al Quie the true author of forward funding. It took us a long time to get our fellow colleagues in the Congress to see the advantages of forward funding, but we're on our way. I personally believe that the Federal Government should in the future become a better partner with the States and local governments as far as education is concerned; looking and reminiscing just a little, I can see where Congressman Quie has made his contributions to insure that the Federal Government played a greater part in all these areas in the past. And I want to say to the people of Minnesota that it's a great pleasure for me to be in the city with such an outstanding American, such an outstanding individual, a man of the highest integrity.

And before our committee members would go abroad—I personally have not taken any overseas trips since I was in World War II although, I want to go back some of these days—Al Quie and I would always scrutinize the travel vouchers to make sure that we were within the limits of the law on all occasions. And I have never dealt with a man with greater honesty or a man more sincere and who is also a Christian gentleman. It's a great pleasure for me to be here with you on this occasion today, Al. As we proceed through these hearings, naturally we will benefit from the witnesses that you have here before us today. It's not my first time to the Twin Cities. I have seen much progress made, and this year, with Al Quie representing you people, more progress will be made.

I thank you all.

Mr. QUIE. Thank you very much, Chairman Perkins.

We'll start out this morning with our first panel, Mr. Roger Jones, who is the director of Federal programs at Racine Unified School Districts, Racine, Wisconsin, and Ms. Sandra Hart who is a project coordinator of the O. Brown School in Racine. You may proceed.

**STATEMENT OF ROGER JONES AND SANDRA HART,
RACINE UNIFIED SCHOOL DISTRICTS**

Mr. JONES. We're very pleased for the privilege of appearing before you today to share with you particularly our participation in the NIE demonstration project. We're one of the thirteen districts across the United States that has been participating in the last 3 years. We want to share with you some of the history of that participation and also some of the implications that we see for the future.

I'll make one correction. I'm not director of Federal programs. I'm director of title I in Racine. My boss might be a little upset if I usurped his title. And Sandy has been the project coordinator for the NIE demonstration project for these past 3 years.

In the fall of 1975, the Racine Unified School District implemented the voluntary desegregation of its public schools. And this was the culmination of a 2-year community-based planning effort. It had a certain effect on title I programming for our district. Our target area typically had included six to nine inner-city schools depending upon the collective poverty indicator from year to year.

And through desegregation in 1975, the inner-city school populations no longer existed. They were dispersed among 30 elementary schools that we have in the Unified School District.

The desegregation in 1975 happened to coincide with the opportunity to participate in the NIE demonstration project. It opened a way for our district to deliver title I services to all the elementary schools so we could continue giving the supplementary help that we had been in the past, especially in reading and language to our educationally disadvantaged youngsters in kindergarten through sixth grade.

We did face a problem in dispersing title I to all of the schools. The key barrier that we faced was keeping our instructional program effective while delivering services to more schools with basically the same allocation of funds that we have had in the past. So part of the task in setting up the NIE project was to discover ways that we might keep the instructional level of quality one as well as dispersing the services to more children.

Some ways that we did this, we changed our preschool program from one that was a home intervention program to a center-based operation. This is explained in more detail in the paper that we've prepared for you, but the effect that it had financially for title I is that it decreased the budget for that program from \$282,000 to \$135,000.

In our title I, kindergarten through sixth grade reading/language program, we did several things. We allocated staff to schools based upon the number of eligible children for title I services that a school had. And then we had our title I reading resource teachers work in one, two or sometimes three schools depending upon the number of eligible pupils that there were in the schools. We also looked at the workload that our instructional aides handled in the program and during the two implementation years of the project, our aides have worked with twenty to twenty-five pupils per week.

And then we also discovered that the instructional needs of children varied according to the learning deficiencies that they had and so we found we could also vary the instructional time and this was something that hadn't been done too often in the past in title I and so by individualizing the program and by giving some children more time as they needed it, others less time, we found that we could spread our services more effectively to more children.

And so these refinements and others in the delivery of services enabled us to serve 30 percent more students. For example, in fiscal year '76, we served—

Chairman PERKINS. At this point I just want to make an observation that Congressman Quie introduced a bill to give these demonstration districts a 1-year extension. The full committee voted it out last Wednesday and the bill will be enacted this week on the floor of the House. It's Mr. Quie's bill and I can assure you that the bill came out of the committee unanimously. We're not about to let these projects go down the drain, and Congressman Quie is well looking after your interest. He's going to help pass the bill this week.

Mr. JONES. Thank you very much. That's great news.

Mr. QUIE. So you can keep going.

You may proceed.

Mr. JONES. Getting back to the comparison of the number of students, we in the fiscal year 1976 served 1,100 students and then these past two fiscal years, we have given title I services to 1,600 students. We've watched very carefully our program evaluations. They've continued to be positive and, in fact, in some cases have even improved for both our preschool and elementary programs.

We've had public reaction, of course, to having title I go district-wide whereas in the past it had been confined to our inner-city schools. We have many more people aware of title I programs and their benefits. We conduct 26 monthly local school pack meetings to give you an idea of the participation. The parental support has been positive. It's broad based. And I think that I can honestly say that our board of education, our parents and our staff support the concept of district-wide title I services especially for desegregated school districts such as we have.

Now, looking ahead to the future, you have already answered the one point that we were going to talk about this morning, the needs for fiscal year 1979 and it looks like that's well on its way and it's very good news to us indeed.

As far as looking ahead to the new ESEA legislation, we feel as a district that there has to be some kind of an option included in the new law to give districts who have desegregated an opportunity to deliver services to the children who formerly were in our inner-city populations and are now out, as in our case, all through the district, distributed among 30 elementary schools, and so we would urge your support for such an option or such a part in the new law that would make that possible to continue our title I services in a desegregated situation to our elementary schools particularly.

Thank you very much.

Mr. QUIE. Thank you very much, Mr. Jones.

Ms. Hart, do you want to add anything?

Ms. HART. That was our joint statement. We're willing to answer questions.

Mr. QUIE. Looking at your increase from 1,100 students to 1,600 students, did you get more money or were you doing it with the same amount of money?

Mr. JONES. The first year of implementing the project, the allocation was basically the same. This fiscal year we did get an increase in title I funds. Our allocation in fiscal year 1977 was \$875,000 and this past year it was a little over \$900,000 so there was some moneys—

Mr. QUIE. In the second year?

Mr. JONES. Yes.

Mr. QUIE. As you well know, I strongly favor giving the local school district the option of using poverty or educational achievement as the means of determining which students within a school district will receive it the same way as we do in the target schools ever since the inception of the act.

One of the questions that is raised is that without an additional amount of money, we would be diluting the services. When you moved from 1,100 to 1,600 students, was there a problem of diluting the services to some individuals or what have been the results?

Mr. JONES. Sandy worked very closely with that so I'll let her answer that question.

Ms. HART. That was a question that many of our administrators and teachers in our district had also, so what I did was take a school day and show how you could still serve the same number of students and get to their needs without diluting services. As Mr. Jones mentioned earlier, not all students need the same number of minutes in the program. In the past, all children who were in title I, would receive title I services, receive x number of minutes per week regardless of their need. However, now we look at individual needs and if some students have many skills to learn to work on, then they have more minutes in the program. If they have fewer skills to learn, they have lesser minutes. Also some came in a small group if there are others who have similar problems and others came one to one if they needed intensive kinds of in-service or teaching. So we don't feel we diluted services to children at all. As a matter of fact, we feel we improved them to students because we had to take a good look at ourselves and improve what we were doing.

Mr. QUIE. Now you have 26 local school parent advisory committees?

Ms. HART. Right.

Mr. QUIE. In some of those schools where there's a program combined with one or two other schools does the teacher actually work with more than one school?

Ms. HART. In very few cases there was a teacher working with more than one school. As Mr. Jones mentioned, if there were a smaller number of eligible students, for instance, we have some schools which only have perhaps two hundred to three hundred students in a school, and so if that was a small school and they had a small number of eligibles, then that teacher could make her work load comparable to the others and would have two small schools. But that was the exception. In most cases, we had one school per teacher.

Mr. QUIE. But even though there was a combination, you still had a separate parent advisory committee for each school?

Ms. HART. Right.

Mr. QUIE. I'm glad to hear that.

I've noticed in some other of the 13 demonstration school districts that I've talked to, some individuals felt very threatened at first, parents, teachers and principals, because they felt it would be taking money away from them. They began to worry of dilution.

In Charlotte-Mecklenburg, I was struck by the fact that some of those individuals came to us and said that they felt this was so much more fair, that they were now in support of the distribution based on educational achievement instead. I found that interesting to have parents, teachers and principals saying the same thing.

Did you have that feeling of being threatened, of money being taken away from their schools?

Mr. JONES. When we were in the planning stage and were involving the title I advisory board in our district, I think initially there was a little bit of suspicion on the part of some of the parents, but I think that was soon overcome because they knew their children were leaving the schools that they had been attending, were now moving out to many different schools and then they became concerned that the instructional services of title I would follow them and they would have the same advantages in the new schools of receiving that instruction as they did formerly in the inner-city schools that they had been attending. So it became very positive in their support of the program and of the concept of getting the services out to those schools for their children.

Mr. QUIE. What's the benchmark of achievement for whether a student would be included or not? What kind of method did you have in selecting?

Mr. JONES. We go through several steps in selecting children. The first general selection is made on the metropolitan achievement test which is given to all of our elementary school children and those who fall below the 30 percentile in the subtests of reading and in some cases word knowledge. And that's the first group of students that we look at.

And then we take classroom reading teacher recommendation for students and combining the two of them, then the principal, the classroom teacher, and the title I staff in an individual school building makes the selection of the pupils. Once the pupils are in the program, we administer further tests for diagnostic purposes and also to take a pretest and a posttest measure of their achievement during the school year.

Mr. QUIE. Were you able to reach all the students that fell below the 30 percentile?

Mr. JONES. No, we haven't been. Of course, I think that's been the history of title I in our district from the beginning. I don't believe we've ever reached all of them that were eligible in a given school. Some schools we did come close to doing that depending on the size of the school. I would say we probably, what, Sandy, maybe reach from 50 to 60 percent on an average of the eligible students and, of course, as the regulations stipulate, we start with those that have the greatest need.

Mr. QUIE. Do you have the information on—

Chairman PERKINS. At that point, Al, if you'll yield just briefly. You say you reached the ones with the greatest need and you had reached about 47 percent, did you say?

Mr. JONES. Fifty to sixty percent in a given school.

Chairman PERKINS. Why were you unable to reach the others that needed the special instruction?

Mr. JONES. The main reason, and again this would be for the history of our participation in title I since the midsixties, is that there were limitations on the fundings from title I that we got to supply the staff for the needs of—

Chairman PERKINS. So limitation on the funding is the reason that you did not reach them?

Mr. JONES. Right.

Chairman PERKINS. Excuse me, Al.

Mr. QUIE. Do you have the information by school who is educationally disadvantaged and who is below the poverty level? Do you have that available?

Mr. JONES. We have it available, yes. I did bring along copies of our past 2 years project proposals which have the information in them. We could leave them with you.

Mr. QUIE. If you could do that, that's good.

To what extent did you use guidance counselors in your program?

Ms. HART. Guidance counselors were not used unless the classroom teacher or the title I teacher or principal felt there was another need to include another person in the teaming effort. Certainly we did use them on occasion when there was a question as to whether or not the child would benefit from the program or to get initial insight into the child's background and so on. We certainly did use them but not to a major extent.

Mr. QUIE. Were they involved in the regular school system or were they title I funded?

Ms. HART. They were regular school system funded.

Mr. QUIE. So you didn't have any title I funded?

Mr. JONES. No.

Mr. QUIE. Those are all the questions I have.

Chairman PERKINS. Thank you very much. I think you've made a good witness and you have covered the subject matter.

I asked Mr. Quie to yield to me because I knew the reason was that the program was under funded and I just wanted to make that point.

Thank you for your contributions.

Mr. JONES. Thank you for the opportunity.

Ms. HART. We appreciate the opportunity of being here.

Mr. QUIE. Our next panel will be—I understand Mr. Gallop is not here, so Warren Bradbury will be representing the NEA; and Ed Bolstad, executive secretary of Minnesota Federation of Teachers; John Maas, Minnesota Association of School Administrators; Bill Wettergren, Minnesota School Boards Association; Harold Hebl; Minnesota School Counselors Association; and that's it.

Warren, do you want to start out.

By the way, are you able to hear back there as we're talking up here? Fine.

Go ahead, Warren.

STATEMENT OF WARREN BRADBURY, CHAIRPERSON, GOVERNMENTAL RELATION COUNCIL, MINNESOTA EDUCATION ASSOCIATION

Mr. BRADBURY. I am, of course, not Bud Gallop as you can see. Mr. Gallop had a serious heart attack just before Christmas and he's recovering and I'm here in his stead.

I'm Warren Bradbury, a teacher in St. Cloud, Minn. I am a member of the Minnesota Education Association and a chairperson of their council on governmental relations.

Chairman PERKINS. Are you representing the National Education Association?

Mr. BRADBURY. Yes, I am.

Chairman PERKINS. Thank you.

Mr. BRADBURY. I am pleased to represent the MEA and the NEA at this hearing because extension of the Elementary and Secondary Education Act is, of course, a great concern to us, and because I am aware that you have testimony by NEA's Terry Herndon and Stan McFarland already on record. I will try not to be redundant. Minnesota teachers endorse the findings and proposals of recent NEA research and testimony regarding ESEA. Rather, I wish to add some findings and beliefs of Minnesota teachers to your record in the hope that they will be of value in determining the course and impact of the Elementary and Secondary Education Act.

NEA and MEA hearings and study over the past 2 years have found some common concerns regarding ESEA-related problems.

First, State and local revenues are falling short of meeting the financial needs of education. No great news to anyone I am sure.

Second, court decisions regarding equality of educational opportunity will require additional expenditures of funds to take care of the problems of the handicapped and the economically disadvantaged.

Third, schools are the prime victims of inflation.

Fourth, the burden of paperwork and excessive regulations severely hinders the ability of teachers and administrators to improve the quality of instruction.

Fifth, existing Federal education programs should be examined in view of providing quality education and equality of education opportunity.

Sixth, Federal assistance to encourage the States to equalize revenues among school districts should be expanded and include incentives to move away from the property tax as the principal source of education revenues.

Seventh, appropriations for authorized programs need to be at a level high enough to carry out the programs in the manner in which they were designed.

Eighth, parents and teachers should have an opportunity to challenge and suggest change in program to meet demonstrated needs of pupils.

Ninth, whenever possible, Federal funds should be made available directly to local school districts with State legislatures deciding the degree to which there should be State agency participation, the result being less administrative cost from Federal dollars.

And, tenth, there is a need to devise a means of long-range planning on the future of elementary and secondary education including the problem of school finance and the proper Federal role in dealing with this problem.

With those kind of basic beliefs and concerns, let me just explore briefly with you some solutions that NEA and MEA would like to offer.

First, of course, dollars. Federal resources, we believe, can alleviate inequities and provide the teachers and materials to meet the educational needs of students. It's ironic that today we hear of a "teacher oversupply." We should be talking instead of a "teacher abundance," an abundance that can be translated into better education for the young people of our country.

Second, teachers place high hopes upon the forthcoming debate and establishment of a separate Department of Education. The Elementary and Secondary Education Act, as a cornerstone of the new Department of Education, will put education and education programs in the place of high national priority that will foster progress.

Third, NEA has offered our version of the Education Act of 1978, a version that I understand Representative Perkins has studied and merged with some of his own proposals. NEA's emphasis on funding for low-income areas, coupled with direct funding to local education agencies, has the potential to break the bureaucratic log jam of dollars that unnecessarily delays and diminishes the vital flow of resources from the taxpayer to the student.

And another solution I would offer comes from here in Minnesota. Our right-to-read program, operating on minimal funds, has been a real education success story. The national director for right-to-read has called the program the model for the Nation. Our proven model, with additional resources and extension into the secondary schools, is the actual working prototype to answer many of the critics of today's schools. We can, with proper resources, and the freedom to exercise the teaching skills we possess, educate children well.

Teachers do, then, strongly support the extension of the Elementary and Secondary Education Act. Yet, even as we do so, we would offer some words of caution and concern. We are the practitioners of the art of teaching. We live daily with the programs and the students that are the heart of the ESEA. We understand the significance, impact, problems and potential of such programs better than any administrator, researcher or bureaucrat ever will.

Teachers are skeptical of efforts to redirect funds on the basis of a newly defined educational need. We believe that funds must be directed to low-income areas, generally. We believe that existing research amply supports the correlation between the need for resources for programs and the economic level of geographic areas. Here in Minnesota, we are wary of changes in Federal programs that would actually hurt Minnesota because we demonstrate high quality education, as judged by test scores. Local education agencies have consistently been able to demonstrate the need for additional funds. Let us not waste time and vast resources in redetermining that problems exist and that more dollars will indeed buy better education in many areas.

Testing is the foundation of the methods and professional effort of all teachers. Yet we are dismayed to see the consideration, on the Federal level, of the expending of vast sums of money and energy and time on additional programs of nationwide assessment of education. The National Institute of Education and the National Assessment of Educational Progress have generated great and sufficient data regarding student learning in this country. Frankly, additional testing of such magnitude, in the face of the real needs of young people today, appears to be actual harmful delay. One bill I examined recently devoted several pages just to the process and formulas for the disbursement of administrative funds, dollars to study and distribute other dollars. Teachers shudder at such prospects and we believe that citizens and their elected representatives should shudder also.

In summary, I speak for teachers across this State and Nation when I tell you that we believe we educate children well. We know that we can do an even better job when more resources become available. We ask that you do all in your power to provide those funds and to see that they are sent more directly and efficiently to the local school districts that are the heart of American education. And we offer the talent and resources of teachers, in turn, to serve the children and youth of this country as they deserve.

Thank you.

Mr. QUIE. Thank you very much.

We'll hear from the other members of the panel before we ask questions.

Mr. Maas, do you want to go next?

**STATEMENT OF JOHN MAAS, EXECUTIVE SECRETARY,
MINNESOTA ASSOCIATION OF SCHOOL ADMINISTRATORS**

Mr. MAAS. I have very few comments since I am associated with the American Association of School Administrators and they have already testified extensively, I believe, on this matter.

We would simply support the extension of the Elementary and Secondary Education Act and along the lines of the testimony that I'm sure you've heard very many times, request that some means be looked at for rewarding those States that do a high good performance job with students. I think there's ample evidence that Minnesota is doing this, both in terms of the low rate for military rejection and also in terms of the expenditures that the people of the State make in that regard, and I would simply like to thank you for the opportunity.

Mr. QUIE. Thank you.

Bill Wettergren.

**STATEMENT OF W. A. WETTERGREN, EXECUTIVE SECRETARY,
MINNESOTA SCHOOL BOARDS ASSOCIATION**

Mr. WETTERGREN. Congressman Perkins, Congressman Quie, for the record, I am Bill Wettergren, Executive Secretary of the Minnesota School Boards Association. The association also supports the extension and reauthorization of the elementary and secondary programs due to expire on September 30.

I do suggest that we would like some increases in the appropriation. Our representative from the association on the title I advisory committee also suggests that through the lack of finance, we are serving less than one-half of the pupils in the State of Minnesota under the title I programs who could otherwise qualify.

We're biased in our regard. I'd somewhat support Mr. Bradbury in his position that we think there should be more monies directed to the local school board for their discretion rather than through the State Department of Education because communities and school districts do differ and some direction here should be taken by the local school board and its professionals.

I would like to talk a little bit that relates to the financial picture of school districts in the State of Minnesota and as you two gentlemen are well aware of the exploration of the Federal agency having to do with the operation of public school districts. And I suggest to you that there is little, in our opinion, if any, communication between the Office of Civil Rights, Economic Opportunity, the OSHA Division, those people enforcing title IX and HEW.

And I would like to submit to you an example of what has happened in Minnesota recently. About 3 years ago, the Chicago division of HEW instituted action against 31 school districts in Minnesota for what they claimed was lack of affirmative action. They threatened to withhold Federal assistance from these school districts. Mr. Poppovich, our association attorney, was able to enjoin the 31 school districts in the discussions with the Enforcement Division of HEW. They told the school boards and administrators in those 31 districts that in the next 3 years that they would have, 80 percent of the school administrators employed would have to be minority or women until the ratio reached 50 percent and in the social studies area 80 percent of minority or women until the ratio reached 35 percent.

These districts are declining enrollment school districts. They were laying off personnel. They're not employing people. Minnesota has very strict teacher tenure statutes. We have an unrequested leave or a seniority statute in the declining enrollment situation where the last person in is the first one to go. And under that kind of a situation there was just no way that Minnesota school districts could comply, these 31, with the enforcement procedures of the HEW out of the Chicago office. Finally an agreement was reached, as I have indicated in the testimony, I am not sure whether they call it innocuous or whatever it may be, but they're really asking the school board to file in the future that they're in compliance, they're going to file annually and then sign forms that this information is absolutely true and will be true in the future.

I hear so often from school boards and our administrators in the State the request for information from the various agencies, and so much of it is duplication and when we get into the enforcement area of Federal monies to school districts, it becomes a very serious situation and I guess that I don't understand why the same information has to go to the Office of Civil Rights and another of the same information go to HEW and another one to EOC and there must be some kind of a centralization that Congress could enact to put these materials together.

I think that, as you know, Congressman Quie and I suspect Congressman Perkins, Minnesota is under a strict State aid law. We can only raise so much money locally and that appropriated by the legislature and those monies we get from the Federal appropriations and that's it. The rules and regulations having to do with handicapped order each school district, and I believe they were released in December, order each school district to absolutely comply with all school buildings in a 3-year period. I'm not sure—

Mr. QUIE. Section 504.

Mr. WETTERGREN. That's section 504.

I'm not sure how we're going to be able to do that. I'm not sure that it's actually feasible when you're talking about each school building in the school district. It seems to me that where you have multiple buildings that you would not have to accommodate each school building. That the program and the course offerings could be so structured that maybe you could, you've got two buildings as an example to make it simple with grades one through six, maybe one could be doing it. But we've heard horror stories here of some of the older buildings that are of the three and four story variety where we're running into the neighborhood of \$150,000 to \$200,000 just to put in the elevators to accommodate the handicapped situation.

I notice in the budget proposals by President Carter that there is no assistance to public school districts to help them comply with this Federal mandate in a 3-year period and, Congressman Quie, we talked about that a couple of weeks ago on Federal relations network of the national in Washington.

We have the same situation as it relates to energy. I am not sure of the energy bill relating to school districts is not out yet, but if there is not some assistance for conversion to school districts in the energy bill, we're going to run into the same problem as we are in meeting the handicap situation.

I appreciate the committee letting me divert here just a bit. We're really concerned about the tax credit legislation that's being proposed in Congress. We just simply look at it to get the public school system in the State of Minnesota and in the nation. We're going through this same discussion over in the capital in St. Paul, and I can see maybe the assistance to higher education, when we get into the elementary, secondary education level, then it provides an entirely different perspective to the situation. I'm not sure if, Mr. Perkins and Mr. Quie, if we in Minnesota do a great deal now in the way of assistance in public schools, we have a tax deduction of \$500, grades one through six; \$700, grades seven through twelve, we provide transportation and shared time programs, special education and some soft ware. I think that we have testified in St. Paul and I would suggest to you that if the Federal Government is going to get into the business of providing tax money for nonpublic schools, then either on the Federal level or the State level, we ought to be talking about standards, just what have they got of curriculum programs. How about teachers and how about school administrators and are they meeting the health and safety standards? And we, on the public school arena, certainly have to meet all these qualifications. I'm not sure about the other States in the Nation but the only

requirement here on a nonpublic school is the local school superintendent must assure the State department of education that a pupil of school age is meeting the attendance requirements.

I'm not sure whether this is important or not but I have somewhat of an athletic background and I can't let it go when we're talking about Federal programs. I would hope that the Federal Congress would not allow the U.S. Olympic Committee to get into athletic programs as far as our public high schools are concerned across the Nation.

One other comment, Mr. Chairman, maybe two, we have a problem under the Youth Employment and Training Act, which is under the Educational Quality Act, I believe, and it comes in this fashion. The prime sponsors are designated by the Federal Government to pay the Federal Government minimum wage which is \$2.65 an hour. So we're paying pupils to leave school for training which may be all right, we have no quarrel with that, \$2.65 an hour, and the minimum wage in Minnesota is \$2.30 an hour, and for those under 18, it is \$2.07 an hour. Now, of the complaints that we're receiving in our office, it's pretty difficult. As an example, we may have a person employed in the public school district at \$2.30 an hour and that person's child is being paid \$2.65 an hour to leave school to be trained in another kind of a program, it's a rather embarrassing, difficult situation to explain.

If the public school district, and we've talked about that a number of times, the public school district would be classified as a prime sponsor, then we could alleviate that situation. If memory is right, I think we have five prime sponsors in Minnesota. In Minneapolis-St. Paul schools, the State planning agency, the Upper Great Lakes Regional Commission and, if memory serves me, it doesn't serve me now on the fifth one, but they are the prime sponsors in the school districts, initiate the programs under the prime sponsor and, in most cases, the educational program or the program of work for that pupil is not approved by the local school board. It has to have the approval of the prime sponsor. It's a very difficult situation, but it does put Minnesota in an embarrassing position, in some way or another that the prime sponsorship could be changed so that it would be more under the control of the educational programs of the public school districts, it would be of some assistance.

Mr. QUIE. It wouldn't have anything to do with the minimum wage that you'd have to pay. You'd still have to pay the \$2.65.

Mr. WETTERGREN. Pardon, sir?

Mr. QUIE. It wouldn't affect the minimum wage, though.

Mr. WETTERGREN. Mr. Chairman, the difference is that the Federal program, because of the usury case, the minimum wage of the Federal Congress applies at \$2.65 and here's how we get in the ball park, then, with our minimum wage of \$2.70. I think I've explained that correctly.

We would also, in closing, Mr. Chairman, I realize that I've taken a great deal of your time, we would be as concerned with Mr. Bradbury, the MEA and the National Education Association in the Federal Congress getting into the minimum standards. We think that would be deterrent in Minnesota. I'm not sure that the variance of

school districts that we have around the Nation, especially in the State, a minimal competency should be established probably in the goals and objectives by the local school board.

Thank you very much.

Mr. QUIE. Mr. Hebl.

**STATEMENT OF HAROLD J. HEBL, PRESIDENT, MINNESOTA
SCHOOL COUNSELORS ASSOCIATION**

Mr. HEBL. Congressman Perkins, Congressman Quie, I am Harold Hebl, president of the Minnesota School Counselors Association. We are a professional organization of 900 practicing school counselors. We are a chartered division of the Minnesota Personnel and Guidance Association which, in turn, is a State division of the American Personnel and Guidance Association.

Education should have as its focus the development of the total person and guidance, which is an integral part of the educational process, should be organized to meet the developmental needs of all students. Every young person is in a continuous process of developing and evolving from a child to an adult. The guidance process, therefore, is designed to assist individuals to maximize their potential. Family instability, difficult peer relations, negative school experiences and a host of other personal and social problems frequently limit the maximum development of young people. This need for guidance and counseling in schools on a K-12 basis to deal with these concerns continues to be a plea of parents, teachers, and students.

Current national and State legislation indicates the important thrust that guidance and counseling has attained in comprehensive school programs and national priorities. Many national program objectives are comprised of developing self-awareness, positive attitudes, clarification of values and decisionmaking skills. These objectives are facilitated by the guidance and counseling process. This fact should indicate a strong need for effective guidance and counseling processes and practitioners within national educational policy.

The Elementary and Secondary Act, Public Law 93-380, identifies guidance and counseling programs as appropriate beneficiaries of funding support and as a prime component of exemplary programs.

Since 1948 school guidance and counseling programs began to develop in Minnesota schools. Beginning with the 1959-60 school year, the National Defense Education Act funds were available to help develop significant secondary counseling programs. Under NDEA funding, Minnesota reached a high of \$467,363 in 1967-68. Federal support for counseling and guidance has been eroded through program consolidation to our present low of \$205,673, and I'll call your attention a little bit later to appendix C which gives you a breakdown of that. The current figure represents almost a 60 percent cut in funds during the past 10 years. Apparently appropriations have often failed to match authorization in recent years. This fact is easily understood as each individual program loses identity as consolidation occurs. This huge reduction comes at a time when the

needs have increased sharply for additional and more effective counseling programs. What a tragedy, considering the wide-ranging impact guidance and counseling programs are having on diverse educational, social, personal and occupational concerns.

It appears in the title IV-B consolidation with library resource materials and instructional equipment that guidance, counseling and testing has lost its identification. The needs of counseling and guidance, which is a service to people, is incompatible with a multimedia of things under library and instructional resources. Within the present framework, a single authorization has been detrimental to counseling and guidance. Hopefully, the desire of Congress will be to fully support and advance school counseling services.

The American Personnel and Guidance Association in previous testimony by Dr. William Erpenbach recommends the following changes in Public Law 93-380 to assist in meeting our needs.

No. 1 under that is create a new title, perhaps IV-D, under this existing legislation entitled State and local guidance services, incorporating the provisions presently included under title IV-B.

No. 2, establish a new authorization level over a 5-year period beginning perhaps with \$50 million for the first year with subsequent increases in the authorization level annually. This level of funding would be transferred into the new title from the authorizational level of ESEA IV-B. Fifty million, incidentally, was the authorized level in title IV-B when title III, testing, counseling, and guidance, was consolidated in Public Law 93-380.

No. 3, provide appropriate funding provisions for State level leadership activities to strengthen guidance and counseling services in elementary and secondary schools, increase coordination of guidance and counseling activities and improve qualifications of guidance and counseling personnel.

We and the school counselors feel that this is most important that we have adequate funds for the leadership personnel to provide in-service training to strengthen the programs, to print research, to bring us to workshops and this type of thing.

No. 4, provide funding and our foremost one is to develop an elementary school counseling program. We have less than 50 elementary counselors in the State at the present time. We have 1,054 secondary counselors. You can see there is a great discrepancy there. I happen to be in a junior high school, and we spend much of the seventh grade year bringing about an understanding of the role of the counselor in the building since most of our students have not previously had a counselor in the building.

The second one under providing funding to improve and expand testing and evaluation. We think that a real evaluation of the testing procedures and the tests that are used and the uses of the test needs to be made.

Staff in-service and counselor renewal. Program and staff evaluation. Training of paraprofessionals and counselor aids. We feel that this may be an avenue that provides a very serious help that counselors need in the building, especially with the new law with the handicap, the IEP's and that type of thing. We have had much extra work that counselor aides and paraprofessionals could assist us in the clerical end at least.

Programs for special needs and then assisting teachers with classroom group techniques and strategies to develop a positive learning climate. This is a very important issue in present day classrooms. The classroom of today is different than it was 10 years ago. A group technique needs to be developed for a positive learning climate, and we need to be able to assist teachers with this.

Subsidizing salaries of counseling personnel. And other priorities as may be determined by the counseling and guidance administrative units in the U.S. Office of Education.

Then we would hope that if there is a new title, title IV-D or whatever it may be for counseling services, that some sort of a mechanism will be built into it that we will have assurance that it will be funded, either that it will be funded or perhaps none of them will be funded.

Another alternative to this might be to improve the clarity of the language in the title IV-B, if we do not change and put in a new title IV-D or something of that nature. Counseling and guidance is not currently mentioned in the title, and we feel that it should be. A change to perhaps library and counseling resources may be adequate and then separate authorizations. It can be within the framework of the present law if they so desire. We want to be sure that we have State leadership funds available for that.

I would also like to recommend that the existing title I legislation permit an allocation from authorized funds for an elementary school counseling program in schools eligible for title I. With a change in legislative language and some realignment of funds, this program could be incorporated into existing legislation. Schools with elementary programs have found this an effective tool to maximize the potential of deprived and disadvantaged students. Elementary school guidance is a developmental process through consultation, coordination and counseling to assist the student, parents and teachers bring about positive changes and help children grow and mature.

I call your attention to the attached position paper on elementary guidance in appendix E. There is ample evidence to document the effectiveness of the new elementary counseling programs we have in the State of Minnesota. Less than 50 school districts in our State have an elementary school guidance program and then some of them have them only in certain schools. For example, in St. Paul we have it in one school. Minneapolis, I believe, has six or nine elementary schools that have. The rest do not. These programs are important and useful especially to deprived and disadvantaged children. Please consider building into the Title I authorization and funding an elementary guidance component.

Another concern of Minnesota counselors is that an appropriation will be made to adequately fund leadership activities of our State pupil personnel staff. During 1976-77, our leadership fund was \$132,866 and the funding by special appropriation under Public Law 94-482 is \$55,447 this year. The drastic reduction coupled with our Governor's decision to severely curtail all State administration money including the printing budget and elimination of out-of-state travel to conferences and conventions for self renewal makes it imperative that Congress realize the need for effective leadership activities at the State level. In Minnesota, salaries of administrative

personnel are paid by Minnesota funds and the total appropriation goes to assist counselors in an organized and systematically presented program of research, in-service and self renewal, developmental and educational processes to assist students to maximize their potential. There is a chart of this in appendix B.

The Minnesota School Counselors Association appreciates the opportunity given me to present this information this morning. Hopefully, Congress shares our belief that quality counseling and guidance programs are essential to providing a differentiated educational program sensitive to the individual needs of all of our students.

Thank you.

Mr. QUIE. Thank you very much.

[The documents referred to in the oral testimony are as follows:]



Minnesota School Counselors Association

A State Division of the Minnesota Personnel and Guidance Association

740 W. Rose Ave.
St. Paul, MN. 55117

TO: Chairman Congressman Perkins and members of the Subcommittee on Elementary, Secondary, and Vocational Education.

FROM: Harold J. Hebl
President, Minnesota School Counselors Association

Thank you for the privilege of presenting testimony this morning. I am Harold J. Hebl, President of the Minnesota School Counselors Association, a professional organization of nine hundred practicing school counselors. We are a chartered division of the Minnesota Personnel and Guidance Association which in turn is a state division of the American Personnel and Guidance Association.

Education should have as its focus the development of the total person, and guidance which is an integral part of the educational process should be organized to meet the developmental needs of all students. Every young person is in a continuous process of developing and evolving from a child to an adult. The guidance process, therefore, is designed to assist individuals to maximize their potential. Family instability, difficult peer relations, negative school experiences and a host of other personal and social problems frequently limit the maximum development of young people. This need for guidance and counseling in schools on K-12 basis to deal with these concerns continues to be a plea of parents, teachers and students.

Current national and state legislation indicates the important thrust that guidance and counseling has attained in comprehensive school programs and national priorities. Many national program objectives are comprised of developing self-awareness, positive attitudes, clarification of values and decision-making skills. These objectives are facilitated by the guidance and counseling process. This fact should indicate a strong need for effective guidance and counseling processes and practitioners within national educational policy.

The Elementary and Secondary Act, PL 93-380 identifies guidance and counseling programs as appropriate beneficiaries of funding support and as a prime component of exemplary programs.

Since 1948 school guidance and counseling programs began to develop in Minnesota schools. Beginning with the 1959-1960 school year, the National Defense Education Act funds were available to help develop significant secondary counseling programs. Under NDEA funding, Minnesota reached a high of \$467,363 in 1967-1968. Federal support for counseling and guidance has been eroded through program consolidation to our present low of \$205,673 of total Title IVB funds of \$2,745,122 for Minnesota. The current figure represents almost a 60% cut in funds during the past ten years. Apparently appropriations have often failed to match authorization in recent years. This fact is easily understood as each individual program loses identity as consolidation occurs. This huge reduction comes at a time when the needs have increased sharply for additional and more effective counseling programs. What a tragedy, considering the wide-ranging impact guidance and counseling programs are having on diverse educational, social, personal and occupational concerns.

It appears in the Title IVB consolidation with library resource materials and instructional equipment that guidance, counseling and testing has lost its identification. The needs of counseling and guidance, which is a "service to people" is incompatible with a "multi-media of things" under library and instructional resources. Within the present framework, a single authorization has been detrimental to counseling and guidance. Hopefully, the desire of Congress will be to fully support and advance school counseling services.

The American Personnel and Guidance Association in previous testimony by Dr. William Erpenbach recommends the following changes in PL 93-380 to assist in meeting our needs:

1. Create a new Title IV-D under PL 93-380 entitled "State and Local Guidance Services," incorporating the provisions presently included under Title IV-B.
2. Establish a new authorization level over a five year period beginning with \$50 million for the first year with subsequent increases in the authorization level annually. This level of

funding would be transferred into the new title from the authorizational level of ESEA IV-B. \$50 million was the authorized level in Title IV-B when ESEA Title III--Testing, Counseling and Guidance was consolidated in PL 93-380.

3. Provide appropriate funding provisions for state level leadership activities to strengthen guidance and counseling services in elementary and secondary schools, increase coordination of guidance and counseling activities and improve qualifications of guidance and counseling personnel.
4. Provide funding to:
 - a. Develop an elementary school counseling program
 - b. Improve and expand testing and evaluation
 - c. Staff in-service and counselor renewal
 - d. Program and staff evaluation
 - e. Training of para-professionals and counselor aides.
 - f. Programs for special needs
 - g. Assisting teachers with classroom group techniques and strategies to develop a positive learning climate
 - h. Subsidizing salaries of counseling personnel
 - i. Other priorities as determined by the counseling and guidance administrative units in the United States Office of Education
5. Incorporate a mechanism to certify that unless parts IV B,C, and D are all funded, none would be funded.

Another alternative may be to improve the clarity of the language in the title of IV-B. Counseling and Guidance is not currently mentioned in the title. A change to Library and Counseling Resources may be adequate. Separate authorizations plus provisions for state leadership funds would be required. Assurance should be built into the amendment that the administrative unit for Counseling and Guidance in the USOE would administer provisions of this section.

I would also like to recommend that the existing Title I legislation permit an allocation from authorized funds for an elementary school counseling program in schools eligible for Title I. With a change in legislative language and some re-alignment of funds, this program could be incorporated into existing legislation. Schools with elementary school counseling

programs have found this an effective tool to maximize the potential of deprived and disadvantaged students. Elementary school guidance is a developmental process through consultation, coordination and counseling to assist the student, parents and teachers bring about positive changes and help children grow and mature.

I call your attention to the attached position paper on elementary guidance in Appendix E. There is ample evidence to document the effectiveness of the few elementary counseling programs we have in the state of Minnesota. Less than fifty school districts in our state have an elementary school guidance program. These programs are important and useful especially to deprived and disadvantaged children. Please consider building into the Title I authorization and funding an elementary guidance component.

Another concern of Minnesota counselors is that an appropriation will be made to adequately fund leadership activities of our state Pupil Personnel staff. During 1976-1977, our leadership fund was \$132,866 and the funding by special appropriation under PL 94-482 is \$55,447 this year. The drastic reduction coupled with our Governor's decision to severely curtail all state administration money including the printing budget and elimination of out-of-state travel to conferences and conventions for self-renewal makes it imperative that Congress realize the need for effective leadership activities at the state level. In Minnesota salaries of administrative personnel are paid by Minnesota funds and the total appropriation goes to assist counselors in an organized and systematically presented program of research, in-service and self-renewal, developmental and educational processes to assist students to maximize their potential. Please see Appendix D.

The Minnesota School Counselors Association appreciates the opportunity given me to present this information this morning. Hopefully, Congress shares our belief that quality counseling and guidance programs are essential to providing a differentiated educational program sensitive to the individual needs of all of our students.

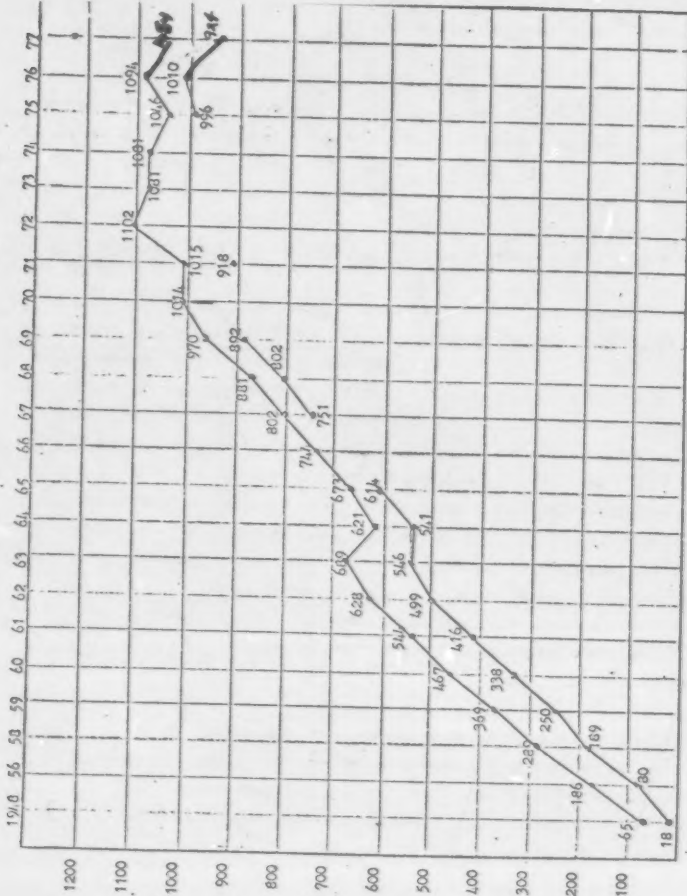
Thank you.

Harold Kibel

APPENDIX A

Top Line—Number of staff assigned counseling duties.
Bottom Line—Full time equivalent counselors.

COUNSELORS IN MINNESOTA SCHOOLS
Secondary



YEAR	NUMBER OF SECONDARY SCHOOL COUNSELORS	STUDENT-COUNSELOR RATIO	NUMBER OF SCHOOLS WITH NO COUNSELOR ^B	FEDERAL FUNDS RECEIVED	NUMBER OF ELEM. COUNSELORS
1976-1977	1084	1-728	125	--	46
1975-1976	1094				63
1974-1975	1046	1-469			52
1973-1974	1081				52
1972-1973	1081		139	\$260,000	51
1971-1972	1102			260,000	53
1970-1971	1015	1-457		260,000	49
1969-1970	1014	1-431	127	274,414	44
1968-1969	970	1-462	141	311,919	30
1967-1968	881	1-496	162	467,363	24
1966-1967	802	1-496		465,835	
1965-1966	744		232	382,887	
1964-1965	673	1-509	231	289,436	
1963-1964	621	1-621		291,562	
1962-1963	689	1-549	195	291,562	
1961-1962	628	1-586		291,562	
1960-1961	544	1-668		287,536	
1959-1960	467	1-792		290,552	
1958-1959	369	1-991	323		
1957-1958	289	1-1267	341		
1955-1956	186				
1947-1948	65				

Date	No. of Dist.	Libr. Resource Materials	Textbooks	Instructional Equipment	Minor Remodeling	Guidance & Counseling	Testing	TOTAL
8/9/77	17	19,709.07	770.00	21,423.06	-----	2,308.87	65.00	44,276.00
8/15/77	11	31,358.87	271.53	35,244.47	-----	864.13	215.00	67,954.00
8/22/77	8	11,470.77	---	19,694.23	-----	-----	-----	31,165.00
8/30/77	23	32,069.08	318.94	39,459.39	-----	4,956.59	-----	75,504.00
9/8/77	32	59,321.96	1,193.42	47,913.28	873.12	3,998.22	-----	113,300.00
9/13/77	15	48,253.70	863.03	21,962.38	-----	3,100.02	2,493.87	76,673.00
9/21/77	18	43,071.39	---	47,478.86	---	17,402.75	---	107,953.00
9/27/77	16	40,287.53	---	39,147.67	---	26,035.80	1,168.00	106,639.00
9-28-77	23	63,428.13	5,233.85	58,594.36	---	16,267.66	-----	143,524.00
10-7-77	17	72,260.88	---	30,265.45	---	14,236.27	4,187.40	120,950.00
10-19-77	39	127,430.97	793.13	109,213.25	---	12,375.26	1,150.39	250,963.00
10-24-77	28	160,404.96	6,100.41	248,722.32	1,722.62	16,284.69	1,845.00	435,980.00
11-3-77	35	235,184.81	30,450.46	98,128.53	-----	16,294.55	177.65	380,236.00
11-21-77	22	37,819.94	-----	113,551.85	-----	1,542.21	-----	152,914.00
12-1-77	9	179,301.55	771.79	88,953.40	-----	28,878.98	140.28	298,046.00
12-12-77	100	184,729.33	4,147.04	120,083.70	-----	27,575.42	3,009.51	339,545.00
TOTALS-	413	1,346,102.94 48%	50,913.60 2%	1,139,836.20 42%	2,595.74 ---	191,221.42 7%	14,452.10 1%	2,745,122.00 100%

413 projects approved and returned to districts as of 12-13-77

Minnesota 1977

18th

APPENDIX D

1977 EXPENDITURES

State leadership funds were used to expand and strengthen guidance and counseling services in elementary and secondary schools, increase coordination of guidance and counseling activities, and improve qualifications of guidance and counseling personnel. Activities provided help to school professional staff and directly or indirectly affected all elementary and secondary school children in Minnesota.

Salaries	\$1108
Rent and lease space	1701
Repair	84
Printing	89,332
Non-State Consultants	14,968
Purchased Services	10,864
Data Processing	80
Travel-in-state	2,277
Travel-out-of-state	,1/283
Supplies	751
Total	\$122,948

E

OVERVIEW

Elementary School Guidance-A State and National Need

- * Many are concerned about the effects of divorce, violence in the schools, misuse of drugs and alcohol, family mobility and lack of school success upon personal development.
- * Early intervention in personal development (intellect, language, school achievement and attitudes) is more effective and economical than remedial efforts offered in the later years.
- * The absence of mental illness and maladjustment in adulthood is related to the development of competence and positive self regard in childhood.
- * Although teachers recognize and address student needs, current press for the basics coupled with declining resources significantly diminishes the amount of systematic effort devoted to emotional development.
- * While other student support service workers address important needs (school related family problems as with social workers and psychological assessment relative to severe school maladjustments as with school psychologists), school counselors though helpful with less severe problems focus upon preventive aspects. They are primarily concerned with the application of developmental principles in the school through counseling, consultation and classroom curriculum.

Guidance Addresses Student Needs

- * Counselors work with students to enhance personal adequacy (self-awareness, social reasoning, decision-making, assertiveness, communication skills, etc.)
- * Counselors work school staff to increase their understanding of the needs of students across developmental stages and the application of such knowledge in the classroom.
- * Counselors work with parents to increase their parenting skills and family relationships relative to developmental needs.

Present Program Status & Need for Funding

- * In general, high schools are staffed with secondary counselors but with few exceptions most states have few elementary school counselors.
- * Where counselors have been added to elementary schools they are strongly supported by staff and parents.
- * Economic conditions are forcing schools to reduce or eliminate student support services.
- * Federal funding is needed to supplement local and state monies to expand elementary school guidance programs.

Elementary School Guidance: The Most Promising Level for Fostering Growth*

Guidance in the Schools: A Case of Inequality of Opportunity

Schools are charged with the responsibility to educate our children and youth. Minnesota when compared to other states has an enviable record. In recent studies of reading and mathematics, for example, Minnesota students performed above the national norm (Minnesota 1974; 1976). The low rejection rate of draftees from our state for illiteracy is rather well known and reinforces the above findings in reading and mathematics (NCES, 1975). The percent of students who begin high school and graduate four years later finds Minnesota consistently with one of the highest success rates (NCES, 1976; Minnesota, 1976). Certainly, Minnesota is a strong supporter of education as evidenced by its being one of the top states in amount of tax money spent per capita for education (NEA, 1977).

In spite of such a fine record, however, there are still critical unmet guidance needs among children. There is evidence, for example, that the effect of schooling upon pupils is too often negative and "failure oriented" (Sprinthall, 1973; Glasser, 1969; Bloom, 1976). It is generally recognized that increases are occurring in the divorce rate, delinquency rates (especially among girls) and in the misuse of drugs and alcohol. The youth peer culture is considered to be negatively oriented to society and to fellow peer members (Glasser, 1969; Bronfenbrenner, 1973). Violence in the school, another example, has received national attention. Peer rejection and peer put-downs are common conflicts among our youth. Parents and other adults are deeply concerned about these relationships and the press for peer conformity.

To assist youth with the personal concerns of growing up in a complex society most secondary schools in Minnesota provide guidance and counseling services. These services were established largely through start-up funds provided states through the National Defense Education Act of 1959. While NDEA was amended in 1964 to allow for the expenditures of funds for elementary school guidance and counseling programs the amount of funds actually used was quite small compared to the longer period of support for secondary guidance programs. Minnesota used its small share of the NDEA funds for elementary school guidance on demonstration and research efforts (Miller, Gum & Bender, 1972; Miller, 1973).

While the evidence of elementary school counselor helpfulness in Minnesota is growing, local support for such service is quite limited largely due to inflation and reduced state funding resulting from declining enrollments. Over 90% of the elementary children in Minnesota do not receive any benefits of an organized guid-

* A position statement developed for the Minnesota Personnel and Guidance Association on behalf of the American Personnel and Guidance Association, December, 1977.

ance program. There are fewer than 60 elementary school counselors serving about 50 schools in Minnesota's 438 school districts. In other words, nearly 400 districts have no organized elementary guidance program with the services of a licensed elementary school counselor available (Minnesota, 1977). Most states have only about 100 elementary school counselors and most of them are employed in metropolitan schools (Jackson, 1977). While teachers often recognize and address student needs, they are not naturally counselors or psychological educators. Guidance with positive results tends to be guidance that is organized and systematically presented by trained staff (Miller, 1973; Miller, 1976 & Miller, 1977).

Need for Early Guidance in Education: Prevention is Preferred to Remediation

The guidance process is designed to assist individuals to maximize their potential. Family instability, difficult peer relations, negative school experiences and a host of other personal and social problems frequently limit the maximum development of young people. This need for guidance and counseling in schools on a K-12 basis to deal with some of these concerns continues to be a plea of parents, teachers and students (Minnesota PTSA, 1977).

Guidance may be remedial, preventive, or developmental or a combination of these approaches. Research confirms that a combination of these approaches is needed (Miller, Gum & Bender, 1972). However, the importance of a developmental approach cannot be overemphasized (Bloom, 1974; 1976; Kohlberg et al., 1972; White, 1972). Some important developmental aspects must be considered:

*In order to foster positive self worth, the school must provide the individual with a history of successful experiences in school learnings, especially during the early elementary school period.

*A positive early environment (home, school, peer group, etc.) is critically important for two reasons:

a) it is easier to develop selected characteristics (intellect, language, school achievement and attitudes) during the child's period of rapid growth (first 5 to 7 years) than in later periods when growth is slower and negative learning more difficult to overcome;

b) growth is sequential with each characteristic built on a base from a previous period.

*The best predictors of the absence of mental illness and maladjustments in adults are the presence of various forms of competence and positive self regard during childhood.

A guidance counselor alone is not likely to resolve all the above stated needs and concerns. However, a skilled counselor assigned to serve a reasonable number of students can be effective in many of these areas. To assist in this effort, the cooperation and committed involvement of referral agencies and significant others (parents, teachers and peers) are also needed. A counselor with this cooperation operating within a carefully designed guidance program incorporating developmental functions, and remedial ones when needed, can bring about positive changes and help children grow and mature.

Foundations of Guidance

The purpose of guidance, like the purpose of education, is the facilitation of personal development in both cognitive and affective aspects of human growth. In other words, promoting intellectual and emotional growth based upon developmental theory is viewed as the major aim of guidance. In formulating conceptual models as a basis for personal development, it is logical and sound to draw upon developmental theories (Piaget, Peck & Havighurst, Kohlberg, Super, Loevinger, Perry). Such theories have examined important aspects of development over the human growth periods, and recognized that both intellect and emotion combine to influence thought and behavior. The following assumptions have been identified as relevant guidelines for personal development through planned guidance programs:

1) The process of psychological development is an important aim of education and should not be left to chance factors in the school as is the case now in most schools.

2) A good place to start in conceptualizing human development is by examining key aspects of developmental psychology especially cognitive development. The following theoretical concepts emerge:

- a) human development can be explained in terms of stages of growth with each stage having its own unique characteristics that are qualitatively different.
- b) each stage contains and builds on those preceding it and represents progressively more complex structures.
- c) complexity of structure provides the basis for an adaptive personal framework.
- d) even though the structures are considered quite stable and irreversible growth does occur over time and can be influenced with appropriate psychological interventions.

3) The counselor with a knowledge of developmental theory and relationship enhancement skills can play a key role in the school as psychological or developmental educator to promote personal growth in the mainstream of the school.

The counselor trained then in the application of developmental theory to the school works primarily with skills in counseling, consultation and developmental guidance interventions to effect growth in children. The counselor performs a variety of functions in the school in carrying out his/her responsibility but most effort is directed to serve students, parents and teachers. Functions performed by the counselor along with targeted objectives with the various groups served break down as follows:

Counselors Service to Students

The counselor works directly with students to stimulate growth in development primarily through group guidance, individual counseling and play media so that students might:

- * build positive attitudes toward self and respect for others.
- * achieve a growing sense of one's own identity and a cherishing of the individuality of others.
- * cope with change and inner conflict within themselves and concern for other's conflicts.
- * recognize increasing responsibility for one's own learning.
- * recognize the cause and effect relationship between feeling and behavior.
- * learn good communication skills including persons across the generation span.
- * function effectively as a member of various groups (family, peer, classroom, etc.)
- * make value decisions based upon principles of justice.
- * increase in their ability to think and learn from experience.

Counselors Service to School Staff

Counselors contribute to staff and organization development of the school through:

- * individual or small group consultation to assist teachers in classroom dynamics and group process.
- * in-service training to help teachers understand the needs of students

across various stages of growth.

- * small group seminars to assist teachers with interpersonal communication skills for classroom use with students.
- * assistance to administrators in designing in-service programs to discuss critical issues in child development.
- * acting as a resource to teachers in presenting and developing curriculum.
- * helping administrators and staff create a school climate conducive to student growth.

Counselor Service to Parents

Counselors also provide assistance to parents, individually or in groups, in a variety of ways to help them become more effective persons as parents. In this regard counselors:

- * seek to involve parents in a positive way by conducting groups for parents in child development and interpersonal communication skills development.
- * consult with parents about their child's personal and social development.
- * help parents understand school policies and due process procedures and especially opportunities and services available for their children.

More Sufficient Funding Needed

In reviewing the status of elementary guidance programs in Minnesota and in the nation it is obvious that critical children's guidance needs are not going to be met at the present rate of program growth. While NDEA funds were made available on a very limited basis in 1964 for elementary school guidance demonstration projects they were not sufficient to stimulate the establishment of programs in local schools to the same degree that occurred through heavier funding for secondary guidance programs. Considering maximum benefits from money and effort expended the largest amount of resources should be directed at intervention with young children. Adolescence is much too late to promote important personal characteristics and too difficult for overcoming negative effects of early failure and low self esteem. The present practice of heavy state and federal funding of remedial programs for school failure, delinquency, drug abuse, etc., is a case of doing it the hard way. In the long run early guidance intervention makes more sense and deserves legislative support especially at a time when local schools are finding it difficult to finance the student support services needed to complement the instructional program of the school. It is therefore recommended that legislative funds be provided for the establishment of elementary school guidance programs in the schools.

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Mr. QUIE. Is anybody here for the Minnesota Federation of Teachers?

If not, we will go ahead with the questions.

Would you like to?

Chairman PERKINS. Go ahead. I will follow. We want to show for the record that a quorum has been present all the time.

Mr. QUIE. Harold, you don't mention how the determination would be made along the way. As I gather, what you're saying is that we have to have a separate title IV-D for guidance and counseling and that we ought to also divide the money between elementary and secondary within that title or just make certain within the title that elementary guidance and counseling is mentioned so that people will know it is available for that purpose?

Mr. HEBL. Mr. Quie, I would say that we should be certain in the title that it's K through 12, that it is mentioned so that we do have an elementary component in it. At the present time, almost, well, I believe all of the money is spent on secondary counseling and if you will refer to appendix C, appendix C shows the breakdown this year in 1977 and you will notice there the amount of money that comes into the State, \$2,745,122, that guidance and counseling has \$191,221.42, which is approximately 7 percent plus we feel that testing belongs to us, \$14,452.10 which is another 1 percent. So actually guidance and counseling, and it is completely secondary, as far as I know, that is our total amount. I think if a new title is devised, we should be certain that it is K through 12 or elementary is mentioned in it. But I do not say that you should necessarily have a separate funding.

Mr. QUIE. Now, when we talked privately, I understand that if you don't get that your fall-back position was at least to have guidance and counseling mentioned in the title rather than the way it is.

Now, would you also recommend if that was done, that we specify elementary or K through 12 to make certain it is available?

Mr. HEBL. Yes, Mr. Quie, I would recommend that it specify K through 12 program for counseling and guidance.

Mr. QUIE. Now, back again for a separate title IV-D, would you want the decision, the mix of where the money is going to be used, to be made at the State level, then, the way they do now in administering the program?

Mr. HEBL. I think as much local control as possible would be excellent.

Mr. QUIE. So you would give the option for the request to be made by the local school without anybody on the State level saying, "Hey, you can't use it?"

Mr. HEBL. I would like to see, Mr. Quie, I would like to see that the funds are authorized for guidance, but I would like as much local control as possible because each district in the State of Minnesota is different and their needs are different. For example, the needs of St. Paul and Minneapolis would be much different than the needs of Albert Lea or Faribault or perhaps McGregor or some other small town. So I would like to see as much local control as possible to be sure that we have a K through 12 program in all schools.

Mr. QUIE. Relative to Mr. Wettergren's testimony on page 2, I would like to ask Mr. Bradbury if you have any comments on the whole affirmative action question that he talked about. I know that your association is very involved in the whole question of tenure statutes and requested leave and seniority and so forth.

Mr. BRADBURY. Mr. Chairman and Representative Quie, I have some sympathy with Bill's statement because of the declining enrollment concerns are substantial and they're real. However, when it comes to questions of affirmative action in title IX, teachers, of course, strongly believe that those guidelines are there essentially to support these protected classes and to provide opportunities and so we understand the problems. We believe that affirmative action should be acted up to as strongly and forcefully as possible. We think that, however, in terms of enforcement that, for the lack of a better word, Federal Government should exercise that compassion that's necessitated by the financial and enrollment problems of a school district. But affirmative action is a high priority with us, and we think that it should be for every district.

Mr. QUIE. What has the highest priority, affirmative action or tenure? Should we go to that goal of 35 percent and break the tenure requirements or should we keep the tenure requirements and some day when we get increasing enrollment take it?

Mr. BRADBURY. Frankly, it's a moral dilemma, I imagine, on any level. I, of course, would have to say that we must support the tenure laws because they protect the security of all teachers regardless of their sex or their race. However, all I can say is that we advocate doing as much as possible in the area of affirmative action.

Mr. QUIE. As you will notice that in no way in the Federal law have we required that the tenure laws be broken as well. I wish OCR would recognize that as well.

What you suggest, Bill, about centralizing reporting, is well taken. Last year Commissioner Boyer was telling me that until he started inquiring about it, anybody in the U.S. Office of Education had done any kind of coordinating of the reporting requirements of all the various 100 and some programs in there. Nobody was checking what the other person was doing so I'm glad that Commissioner Boyer is beginning to move on that. But your idea of centralizing reporting is excellent.

Mr. WETTERGREN. I think, Mr. Chairman and Congressman Quie, I think that another area, and I'm not sure how it can be approached, but in some of the reporting materials, asking Mr. Bradbury, as an example, and his principal and then the superintendent and the chairman of the school board to absolutely assure in the head count of what the wealth of the family is, what the ethnic background is, what the origin is, that's the kind of a thing that drives school boards and administrators and teachers up a wall, and I don't know what they do with that information but that's pretty tough. And then to sign off that it's factual, if I was a teacher or school board member or superintendent, I wouldn't know. But then I have to attest that it's true.

Mr. QUIE. Let me also say on the dilemma that public schools are facing about that Section 504 requirement, I hope, with some of my colleagues, to push for authorization so that the Federal Govern-

ment will provide some money to enable schools to conform with the section 504 regulation.

Mr. WETTERGREN. We would appreciate that.

Mr. QUIE. And hopefully when this legislation moves, we would be able to give you that help.

Let me first state some figures on the whole question. Warren, you're talking about with the NEA testimony in Washington. This is from the OE's study of title I. Of all the educationally disadvantaged students, 31 percent of them are poor. That's what I find as a dilemma, that you have a formula aiming at 31 percent for a program where there are many more, in fact, 68 percent are nonpoor.

The other dilemma I'm faced with is their study indicated that 52 percent of title I students are not underachievers, and that 31 percent of title I students are neither poor or underachievers.

The last of my feelings is that underachievers ought to be helped no matter what their parents' income. We do that when it comes to the local school building situation.

I personally like the way those 13 school districts were given an option to use other than low-income criteria of determining where that money was going to go.

I would like to cite one other example in Detroit where the superintendent was going to make a point that there was a good correlation between low income and educational disadvantage. Looking at two schools, both of them with 32 percent low-income students, one of them had a 50-percent level of underachievement and the other one a 9-percent level of underachievement. Now, in about half of the schools in the Nation, the money is distributed to those schools, if you select the target schools on the number of poverty kids. That means those two schools, one with 50 percent and the other 9 percent, got the same amount of money. However, in the other half of the schools, it is distributed according to educational achievement. So in that State, they would then receive more money where there are 50-percent underachievers than the 9-percent underachievers.

What would your preference be in that regard, if we would keep everything else the same as it is presently? Only on the question of how much money each of those target schools receive, shall we base that on achievement or on low income?

Mr. BRADBURY. Mr. Chairman and Representative Quie, in response to that, my word or testimony of NEA is cautionary, as I said. I think that certainly a mix is proper, that both criteria are sound criteria. Our concern, however, is protecting. If I can be very blunt and quote a man by the name of Mr. Murphey who wrote a book, "Them that has gets," and in the NEA we're very concerned about that, that the low-income areas be protected and that those students be, that the funds, sufficient funds be directed there to deal with the problems that can in no other way be handled. We believe that as your funds are directed more toward the local school districts, the fewer strings attached, that those local school districts can make some equitable determination. I can certainly accept a mix. I think most teachers can. Your statistics are probably very sound and yet those underachievement statistics perhaps turn into very different things by the time that student graduates from high school. A stu-

dent who is proceeding through a school in a middle income or an affluent community is going to enjoy certain advantages that will benefit that person regardless of his achievement ability whereas those students who are from low-income areas will undergo certain disadvantages that may mitigate his achievement ability.

Our concern is, I guess, based more in terms of practicality and reality than on the basis of test scores. So it's a word of caution. You have that determination to make. You have ample data. We have a lot of data. We're aware that with enough research you can prove just about anything. We are just wary of necessary dollars going to the wrong place on the basis of test scores.

Mr. QUIE. The other way I put the question, I would like to have the people respond to it because these are the tough decisions that we have to make. If you divide the students into four categories, poor underachievers in one, and poor average achievers and above in the other and nonpoor underachievers in the third one and nonpoor average and above achievers in the other, I think we could all agree that the poor underachiever ought to have the first priority of money. And we'd also agree that the nonpoor average and above achievers shouldn't get any of the money. Am I correct on that?

Then the question comes, should the next money go to the poor average and above achievers or to the nonpoor underachievers.

Mr. BRADBURY. I don't have a reaction to that at this point. All I can say is what our concern is. Your top priority group would be dealt with first because there are top priority groups and the decisions after that, I think, would be made on the basis of need and research and we're just saying that we hope they're not made solely on the basis of political decisions.

Mr. QUIE. Right now, to give you a breakdown of grades two to six, the figures we have, of the title I participants, 23.3 percent are poor underachievers and 24 percent are nonpoor under achievers, 17.8 percent are poor regular achievers and 35 percent are nonpoor regular achievers.

VOICE FROM AUDIENCE. Would you repeat that, please.

Mr. QUIE. Yes; 23.3 percent are poor low achievers; 24 percent are nonpoor low achievers; 17.8 percent are poor regular achievers; and 35 percent are nonpoor regular achievers.

Mr. HEBL. Mr. Perkins and Mr. Quie, I would like to comment on that. I feel that the first priority should be the poor underachievers. I think that as far as the others are concerned, that there should be a large amount of local control over this because again I would like to emphasize that each district is very, very different, and I think that we need to consider the local school districts as an entity in itself in determining whether our next priority should go to the underachiever of a well to do or that type of person or whether it should be the average or above of the poor. So I think that the local control is most important in that and some allowance be made for variation depending on our own individual district.

Mr. QUIE. Let me say in closing, I recognize the problems that especially you pointed out, Warren, of going to any distribution amongst the States on other than low income and I have backed

away from that and my own legislation, I will not be pushing for any change from the low-income criteria in distributing the money amongst the States. First, I don't think I would be able to pass it. Second, the concern for national assessment is so strong, third is the fact that we don't have the figures and nobody knows what they will receive. The fear of the unknown is probably more worrisome than anything else.

So we're going to have to deal with a faulty formula: We had the hopes that we could possibly update it with the SIE for 1975. But in some States, especially Alabama, it is so far from the mark in Alabama, we'll have to undoubtedly stay with the old census information. As you know, we're talking about kids that aren't in school any more. We'll deal with the most inaccurate formula of all because there's an old adage that I learned in public finance when I went to college that a poor tax accepted is better than a good tax that isn't accepted yet. A lousy formula that's accepted is probably better than a better formula that hasn't been accepted.

Chairman PERKINS. Let me congratulate you, Mr. Quie. My question will be very brief.

First, Mr. Bradbury, we've heard from the NEA at length in Washington. You have strengthened the position of the NEA, in my judgment. You have given to the committee excellent testimony and, Mr. Maas, regarding those States, rewarding those States that do a better job, the State and Senate grant never worked out that way. Of course I don't know how far we can go because we have so little money. I just doubt whether we're going to reach many of the areas above the poorest of the poor of the low-income sections of the country because of the inadequacy of the funding.

But I do want to state, Mr. Wettergren, that Congressman Quie and myself have been working on four bills and that either he or I will introduce those bills this week. One of the four bills that will be introduced requires for the first time a central coordinating body for approving all requests for information from local school districts. Now each Federal agency operates independently as you have stated. The bill also forbids any Federal agency from asking for information already asked for by another agency. It also requires that no requests be made after January 1 so that all school districts will have 9 months lead time and they'll know what's to be submitted. So when we get this bill introduced that he and I have been working on together, I think this will solve a lot of the problems.

Mr. WETTERGREN. We certainly appreciate it, sir.

Chairman PERKINS. And I think that bill will be passed. That's my best judgment.

I want to compliment all of you. Mr. Hebl, as the representative of Minnesota School Counselors Association, we had a lengthy talk at breakfast this morning and likewise the entire panel. I think you've made a great contribution and we're going to do the very best we can.

Mr. WETTERGREN. Thank you very much.

Mr. QUIE. We'll now call the next panel.

**STATEMENT OF RAY ARVESON, SUPERINTENDENT,
MINNEAPOLIS PUBLIC SCHOOLS**

Dr. ARVESON. Thank you very much, Congressman Quie.

Congressman Perkins and, again, Congressman Quie, it's really a very high honor for us to have you in the State of Minnesota.

Chairman PERKINS. Let me state that this is my third time here. If I recall, I came here about 1974 or 1973 with Congressman Quie. I came again about 1976. I'm back now and I want to come again some time.

Dr. ARVESON. Do that. You're always welcome.

We want to echo your laudatory statements about our native son, Congressman Quie. We too appreciate his great efforts.

I want to just say, a personal comment, both of you know that I came back to Minnesota relatively recently after a 20-year stay in California, and during that time, it was my privilege to chair Federal relations legislation committee for the State of California, and having worked with you, as we counted votes for many years, I can give personal testimony to the kinds of contributions that you two distinguished Congressmen have made.

And if I could just speak for our education profession, all of us, teachers, administrators, board members, and communities, and just say we appreciate what you've done for education. You've left an indelible mark and a contribution that just can't be measured, on education in this Nation.

We are here now talking about continuing that kind of an effort and continuing that kind of commitment. This great country needs to have a commitment, and I think you've given the leadership to that kind of commitment.

Mr. QUIE. Thank you.

Dr. ARVESON. Joining me this morning are some members of my staff, and I asked them to come up close for questioning. They know a great deal more about the details of our fine Federal programs than I.

Mr. QUIE. Ray, could you introduce them.

Dr. ARVESON. Dr. Larry Moon, who heads our Federal project program; and working with him, Lyle Baker; and many of you have met Mr. Larry Harris, who is my administrative assistant for governmental and community relations.

You're also going to hear from another very fine community member, Mrs. Marge Enck, in the next panel. She chairs our parent advisory committee and just gives an outstanding leadership to our titled programs in the city.

As superintendent of the Minneapolis Public Schools, I'm just very grateful for this opportunity to testify before you this morning and talk about elementary and secondary education as it's funded under Federal funding and talk about this reauthorization of the Federal elementary and secondary education laws.

I think it is widely known that this subcommittee has taken the time to become well informed about elementary and secondary education issues, and for that, you've earned a very high respect from the Nation's educators. I especially want to thank the subcommittee for coming to Minneapolis to obtain input from people who are on

the line in this business. As Congress considers reauthorization of the important Federal education laws, I think it's important for you to hear from people who are day to day working with children.

The district wishes to acknowledge the significant contributions to Minneapolis education which the Federal Government has made in the past decade, through the Elementary and Secondary Education Act and other Federal programs. Federal funds have enabled our schools to provide many needed extra educational services to the children and adults of this city.

Fiscal 1978 grants to the Minneapolis schools will total about \$15.8 million from all Federal sources. ESEA title I continues to be the primary source of Federal funds, although the district has grants from most Federal programs which are up for reauthorization.

Several of our highest Federal education priorities concern the Elementary and Secondary Education Act title I. We strongly urge the U.S. Congress to take the following actions:

Our first recommendation, reauthorize ESEA title I and continue to distribute title I funds to the States on economic criteria.

Although the formula should continue to use economic criteria, it should be changed to use the most current information available.

Regarding distribution of ESEA title I funds within States, we are aware, and this has come out in our discussion this morning, that there is discussion about offering States the option of distributing funds on either academic or economic criteria. Given the questionable state of the art of mass testing, we believe the use of economic criteria is the most consistent and, for the purposes of title I, the most likely plan to result in delivering title I funds and services to the children who need them most. Demonstration projects in the use of academic criteria should be allowed to continue, however, and results should be widely disseminated.

Congressman Quie, I highly respect your thinking about having children who need remedial attention receive that assistance, and I would hope that with some more local options and flexibility, we can do just that. We do want to take into consideration the children who need additional educational services, regardless of economic level.

I think the point must be made, though, even in looking at your, the statistics which were offered this morning, that the important part of ESEA title I in delivering services to economically deprived families and children has been that, as we have delivered those services, we have raised their levels of achievement and performance in school, and this level of performance needs to be sustained. It isn't something that will continue to happen unless we have sustained effort and services to those youngsters. So in providing services to other youngsters, we certainly don't want to diminish the level of services to our economically deprived children who need it a great deal.

Our second recommendation, authorize a new concentration program under ESEA title I which would provide supplemental funds to school districts with large concentrations of poverty children, to be used for compensatory programs.

A concentration program would recognize the additional education problems created by high concentrations of children from low-income families.

We believe that it isn't just an arithmetical progression, it's really a geometric progression of problems as you increase the concentration of poverty families.

Our third recommendation, authorize a new demonstration program under ESEA title I to enable local school districts to test new practices and ideas which support compensatory education.

Under this heading, we would certainly be highly supportive of extension of counseling as presented to you in testimony. We think good counseling supports and facilitates children in maximizing their ability to utilize compensatory education.

Minneapolis has had a strong citywide title I parent committee for many years and has helped parents organize advisory committees at the building level. You're going to be hearing about that from Marge Enck, as we indicated earlier.

Separate title I funding for demonstration projects would allow us to strengthen efforts to encourage partnerships between home and school and to share successful practices with other school districts.

Demonstration funds would also allow the district to explore ideas for new summer projects to help title I students retain academic gains during the school year. I know that Secretary Califano presented this point of view, of the importance of having summer programs so that our compensatory ed. students don't have learning losses during the summer time and, also, that there can be reinforcement of the kinds of experiences that these children are too often deprived from having.

Recommendation No. 4, ESEA title I payments for State administration should be increased.

We have had excellent cooperation, and I really want to underline this, excellent cooperation from the Minnesota State Department of Education Title I Section. The staff has tried to understand the special problems of urban education and has given us as much technical assistance as possible.

Because of funding limitations, however, the State title I staff has not done much monitoring and has been unable to generate the sharing of promising title I programs among the State's local school districts.

I want to touch on several other parts of the reauthorization.

First, the Emergency School Aid Act. The Minneapolis school district has been desegregating under Federal court order since 1972, the date of our first court order and currently is preparing a 5-year plan for further desegregation. The court, last July, ordered us, ordered the district to come back with a plan to desegregate its school by the fall of 1978, according to certain percentage levels of minorities, that have been very difficult to exceed because of the changing demographic situations within the Minneapolis school system. Our population is declining at the rate of about 5 percent a year, and our minority population is staying about the same numerically, which means that, percentage wise, it's increasing, which makes it increasingly difficult to meet any kind of percentage guideline.

We have just set before the community some new desegregation plans that are going to cause additional busing to take place.

As we've done desegregation activities within the Minneapolis school system, our continual effort is to make them educationally sound, to offer quality educational programs to our youth, and we've

done this through a variety of alternative programs and provided options for parents and their students.

ESAA grants to the district since 1973 have totaled about \$3½ million, less than 10 percent of the extra costs of desegregation.

Our recommendation is to reauthorize the Emergency School Aid Act with the following changes:

First, make it an entitlement program to desegregating local school districts, based on the number of minority students affected by the desegregation plan.

The second part of that is give 3-year grants rather than 1 year.

Three, allow indirect costs.

We had the terrible experience a year ago of finding out in September that we were not going to be refunded under the ESAA Act and having to lay off people that were necessary to our desegregation program in September, after school had begun.

The Emergency School Aid Act is the only way in which the Federal Government is supporting desegregation of local school districts.

The present allocation system does not distribute money fairly to school districts which are actively involved in desegregation and have high needs for assistance.

INDIAN EDUCATION ACT

Minneapolis has an exemplary Indian Education Act project which is providing a variety of supplementary services to the school's 2,700 American Indian students.

I should comment that our American Indian student population is one of the highest in any major school district in the Nation.

Our recommendation is to reauthorize the Indian Education Act, part A, with provisions to allow funds to be concentrated among Indian children with the greatest needs and appropriate funds to at least 50 percent of the authorization.

These are recommendations of the Minneapolis Title IV Parent Committee, and we support them very heartily.

WOMEN'S EDUCATIONAL EQUITY ACT

The Minneapolis public schools has a women's studies department funded by our local school district. Our women's studies department has used an ESEA title IV-C innovation grant to develop nonsexist curriculum materials and teacher training units. The project has been validated by the State and has a small dissemination grant. However, our attempts to obtain Women's Educational Equity Act funds for wider dissemination have been unsuccessful.

Our recommendation is to reauthorize the Women's Educational Equity Act, with a provision that at least 75 percent of authorized funds must go directly to local public school districts.

Public school districts have locally funded staff available to assure long-term program impact. Many of the institutions and organizations which have received grants do not.

IMPACT AID

The Minneapolis district will receive about \$160,000 in impact aid, part B funds, and about \$184,000 in part C funds, this year. Minne-

apolis uses the part C funds in its ESEA title I program to support the summer school for title I students.

Our recommendation is to reauthorize impact aid and retain part C with funds derived from students in low rent housing used for title I type programs in low-income areas.

The Federal Government has to recognize that low rent public housing projects contribute greatly to desegregation problems by throwing nearby schools out of compliance with court-ordered minority limits. It has happened in Minneapolis. Impact aid Part C funds must be offered as incentives to suburban areas to accept spread of public housing projects.

ADULT BASIC EDUCATION

The first priority of our adult basic education program has been serving functionally illiterate adults achieving below the eighth-grade level. We have not used these funds to serve students working toward high school equivalency diplomas. The intent of the Act is and should continue to be the eradication of functional illiteracy.

Our recommendation is to reauthorize the Adult Basic Education Act, retaining the existing delivery system primarily through local school districts. Any additional activities authorized by changes in the Act should be accompanied by increases in the funding authorization.

Local school districts provide the necessary year-to-year program continuity, and they already have the competencies needed to attack functional illiteracy among adults.

Another proposal, an Urban Impact Program. The range of problems facing a core city school system, and Minneapolis is one, including hungry children, one-parent families, uneducated parents, mobility, racial prejudice, together with the increasing State and Federal mandates for costly new services, have forced the school district to move regular education dollars from the general student population to work with problems related to poverty and handicap.

We request a commitment from the Federal Government for an urban impact program. This program would recognize the concentration of problems in core cities and would allocate funds which school districts could use to strengthen and maintain the kinds of viable educational programs necessary to keep middle income families in the city and to provide growth opportunities for inner city children. Urban impact program dollars should be allocated as flexible, general aid, based on a need factor.

I want to say in conclusion, hearing about the new bill that Chairman Perkins mentioned that would reduce the amount of paperwork and reports and consolidate those is really good news for the administrators on this Nation. I can tell you that, as we sit together in conferences and as I work directly with city superintendents, this is one of the major dilemmas that have faced them in implementing the various kinds of Federal programs. And anything you can do to simplify that and to make a single line of reporting will be greatly applauded and appreciated.

Thank you very much for the opportunity to be here this morning and to present testimony.

Mr. QUIE. Thank you very much, Ray.

[The complete written statement of Dr. Ray Arveson follows:]

MINNEAPOLIS PUBLIC SCHOOLS
 RAYMOND G. ARVESON, SUPERINTENDENT OF SCHOOLS
 TESTIMONY AT HEARING ON REAUTHORIZATION
 OF EXPIRING FEDERAL ELEMENTARY AND SECONDARY EDUCATION PROGRAMS
 SATURDAY, FEBRUARY 11, 1978, 8:00 A.M.
 FEDERAL RESERVE BANK BUILDING, 250 MARQUETTE AVENUE,
 BEFORE THE SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
 AND VOCATIONAL EDUCATION,
 COMMITTEE ON EDUCATION AND LABOR,
 HOUSE OF REPRESENTATIVES,
 CONGRESS OF THE UNITED STATES

As Superintendent of the Minneapolis Public Schools, Special School District #1, I am grateful for this opportunity to testify before members of the House Subcommittee on Elementary, Secondary and Vocational Education, regarding the reauthorization of federal elementary and secondary education laws.

It is widely known that this subcommittee has taken the time to become well informed about elementary and secondary education issues--you have earned high respect from the nation's educators. I especially want to thank the Subcommittee for coming to Minneapolis to obtain input from firing line educators as Congress considers reauthorization of the important federal education laws.

My testimony will include a brief overview of the Minneapolis school district and its federally funded programs, recommendations for changes in reauthorized education programs, and comments on why these changes are needed.

Minneapolis Public Schools Overview

The Minneapolis school district has a K-12 student population of about 47,000 students. Student population is declining at the rate of about 5% a year. The student body is diverse: 24% from minority families; 27% from A.F.D.C. families; 13% involved in special education programs. About 60% of our graduates seek further education.

The district has a certificated faculty of about 3,100 employees; close to half have 45 credits beyond a B.A. degree, and more than 10 years experience.

The fiscal 1978 operating budget is \$89 million. The average cost per pupil this year is estimated at more than \$1,800.

The Minneapolis school district has made a firm commitment to the community to improve the quality of education while desegregating the schools. This involves comprehensive efforts to improve basic skills instruction, to offer educational alternatives, to comply with the 1972 federal court desegregation order, to eliminate racism and sexism in the schools and curriculum, to expand special education programs, and to improve the entire instructional program in spite of loss of revenue caused by declining student enrollment.

Minneapolis Federally Funded Programs

The district wishes to acknowledge the significant contributions to Minneapolis education which the federal government has made in the past decade, through the Elementary and Secondary Education Act and other federal programs. Federal funds have enabled our schools to provide many extra educational services to the children and adults of this city.

Fiscal 1978 grants to the Minneapolis schools will total about \$15.8 million. ESEA Title I continues to be the primary source of federal funds, although the district has grants from almost all federal programs which are up for reauthorization. With the exception of \$160,000 from P.L. 874, all our federal grants are categorical. About \$10.8 million is for supplementary instructional services to students in kindergarten through grade 12. The remaining \$4 million is for youth employment; adult education, training and jobs; school construction and rehabilitation; and dissemination projects. A summary of fiscal 1978 federal grants to the Minneapolis schools is appended to this testimony.

Title I - Elementary and Secondary Education Act

As a large city school district, Minneapolis has faced the extraordinary educational challenges which come with serving concentrations of students from low income families. One of the great supports for our efforts has been the provision of federal ESEA Title I funds.

The Minneapolis Title I program is providing extra basic skills instruction to 10,400 eligible students in 53 Title I schools, including 32 public elementary, 6 public secondary, and 15 nonpublic schools. The fiscal 1978 budget is about \$5.5 million.

Several of our highest federal education priorities concern ESEA Title I. We strongly urge the U.S. Congress to take the following actions:

Recommendation: Reauthorize ESEA Title I, and continue to distribute Title I funds to the states on economic criteria.

Although the formula should continue to use economic criteria, it should be changed to use the most current information available. Whatever criteria are used, all individuals within those classifications should be counted. This would correct inequities caused by the present outdated formula, which uses 1970 census data for all children in families with incomes below \$3,600; 2/3rds of the children from families receiving A.F.D.C. grants above \$5,820 (adjusted yearly), and children in foster homes.

Regarding distribution of ESEA Title I funds within states, we are aware that there is discussion nationally about offering states the option of distributing funds on either academic or economic criteria. Given the questionable state of the art of mass testing, we believe use of economic criteria is the most consistent and for the purposes of Title I the most likely plan to result in delivering Title I funds and services to the children who need them most. Demonstration projects in use of academic criteria should be allowed to continue, however, and results should be widely disseminated.

Recommendation: Authorize a new concentration program under ESEA Title I, which would provide supplemental funds to school districts with large concentrations of poverty children, to be used for compensatory programs.

A concentration program would recognize the additional education problems created by high concentrations and/or numbers of children from low income families. Title I, Part C, formerly provided extra assistance for concentrations of poverty children, but no Part C funds have been appropriated for fiscal 1978.

We appreciate the need for making eligibility for concentration funds contingent on either 5,000 students or 20% of students from poverty homes, although Minneapolis would qualify under either measure.

Recommendation: Authorize a new demonstration program under ESEA Title I, to enable local districts to test new practices and ideas which support compensatory education.

Minneapolis has had a strong citywide Title I parent committee for many years, and more recently has helped parents organize advisory committees at the building level. We have started a Title I pilot project which employs parents to teach other parents how to help their children learn. However, parents and educators are concerned because the project is funded with money which otherwise would be used for classroom instruction. Separate Title I funding for demonstration projects would allow us to strengthen efforts to encourage partnerships between home and school, and to share successful practices with other school districts. Demonstration funds also would allow the district to explore ideas for new summer projects to help Title I students retain academic gains made during the school year.

Recommendation: ESEA Title I payments for state administration should be increased to 1.5% of the state's Title I allocation, with an increase in the \$150,000 minimum in states where that measure applies.

We have had excellent cooperation from the Minnesota State Department of Education Title I section. The staff has tried to understand the special problems of urban education, and has given as much technical assistance as possible. Because of funding limitations, however, the state Title I staff has not done much monitoring, and has been unable to generate the sharing of promising Title I programs among the state's local school districts.

Emergency School Aid Act

The Minneapolis school district has been desegregating its schools under federal court order since 1972, and currently is preparing a five-year plan for further desegregation. ESAA grants to the district since 1973 have totaled about \$3.5 million; less than 10% of the extra costs of desegregation.

Recommendation: Reauthorize the Emergency School Aid Act with the following changes:

- (1) make it an entitlement program to desegregating local school districts, based on the number of minority students affected by the desegregation plan;
- (2) give three-year grants;
- (3) allow indirect costs.

The Emergency School Aid Act is the only way in which the federal government is supporting desegregation of local school districts. The present allocation system does not distribute money fairly to school districts which are actively involved in desegregation and have high needs for assistance. The state apportionment program should be eliminated, and ESAA funds should be allocated to actively desegregating school systems as entitlements, rather than competitive grants, based on the number of minority students affected by the district's desegregation plan. Grants should be for three years; the current one-year grants do not allow sufficient time to make an impact on desegregation-related problems and needs.

Indian Education Act

Minneapolis has an exemplary Indian Education Act project which is providing a variety of supplementary services to the school district's 2,700 American Indian students. The project provides services of social worker aides, chemical dependency aides, elders in the classroom, a teacher of Indian history, and a program for gifted Indian children.

Recommendation: Reauthorize the Indian Education Act, Part A, with provisions to allow funds to be concentrated among Indian children with the greatest needs; and appropriate funds to at least 50% of the authorization.

These are recommendations of the Minneapolis Title IV Parent Committee. The Indian Education Act has never been funded at more than 10% of the authorization; 50% funding would allow the district to make a greater impact on the special needs

of its 2,700 Indian students. Current provisions require that funds be used to serve all Indian children counted for the entitlement. A change is needed so that funds can be concentrated on children with the greatest needs.

Women's Educational Equity Act

The Minneapolis school district has one of a handful of locally supported Women's Studies departments in the nation. This department has used an ESEA Title IV-C innovation grant to develop nonsexist curriculum materials for use with students in kindergarten through grade 12. The project has been validated by the state and has a small grant to develop training and dissemination materials to help other school districts use the materials. The district's attempts to obtain federal support from the Women's Educational Equity Act for eliminating sex bias in education have been unsuccessful, however.

Recommendation: Reauthorize the Women's Educational Equity Act, with a provision that at least 75% of authorized funds must go directly to local public school districts.

Most WEEA grants have gone to institutions, organizations and individuals outside of public school systems. Many of these programs will be short-lived and inoperative after the WEEA grant period, because the grantees do not have locally-supported staff to keep them in operation. Most WEEA funds should go directly to public school districts, where locally-funded staff is available to assure long-term program impact.

Impact Aid

The Minneapolis district will receive about \$160,000 in Impact Aid Part B funds and \$184,000 in Part C funds this year. Minneapolis uses the Part C funds in its ESEA Title I program to support the summer school for Title I students.

Recommendation: Reauthorize Impact Aid, and retain Part C with funds derived from students in low rent housing used for Title I-type programs in low income areas.

The federal government has to recognize that low rent public housing projects contribute greatly to school desegregation problems by throwing nearby schools out of compliance with court ordered minority limits. Impact Aid Part C funds must be offered as incentives to suburbs to accept spread of public housing projects.

Adult Basic Education

The Minneapolis Adult Education Program serves more than 2,000 adults annually with funds from the Adult Education Act. The fiscal 1978 ABE grant is \$255,000. The first priority of the ABE program has been serving functionally illiterate adults achieving at 0 to 8th grade level. We have not used these funds to serve students working toward high school equivalency (GED). The intent of the act is and should continue to be the eradication of functional illiteracy.

Recommendation: Reauthorize the Adult Basic Education Act retaining the existing delivery system primarily through local school districts. Any additional activities authorized by changes in the act should be accompanied by increases in the funding authorization.

Local school districts provide the necessary year to year program continuity, and they already have the competencies needed to attack functional illiteracy among adults.

Proposal: Urban Impact Program

The range of problems facing a core city school system, including hungry children, one-parent families, uneducated parents, mobility, racial prejudice; together with the increasing state and federal mandates for costly new services, have forced the school district to move regular education dollars from the general student population to work with problems related to poverty and handicaps.

We request a commitment from the federal government for an urban impact program. This program would recognize the concentration of problems in core cities, and would allocate funds which school districts could use to strengthen and maintain the kinds of viable education programs necessary to keep middle income families in the city and to provide growth opportunities for inner city children. Urban Impact Program dollars should be allocated as flexible, general aid, based on a need factor.

RGA:LH:LM:LAB:MH:sr
2-10-78

Minneapolis Public Schools
Federal Programs Department
SUMMARY OF GRANTS 1977-78

GRANTS FROM THE FEDERAL GOVERNMENTGrants which support K-12 instruction

	Grant Amount
ESEA Title I A+B Programs for disadvantaged children	\$4,717,954
Title I B Programs for disadvantaged (FY '77 money, received FY '78)	1,473,799
Title I Programs for neglected & delinquent children	54,539
Title IV-B Libraries/learning resources, guidance services	250,993
Title IV-C Innovative programs - developmental & replication	215,007
Title VII Bilingual education	115,000
CETA Title VI Public service employment and special projects	1,799,000

Education of All Handicapped Children Act, P.L. 94-142	215,488
Education of the Handicapped Act, Title VI	458,502
Education Professions Development Act - reeducating teachers	35,418
Emergency School Aid Act - Basic & Special Projects	538,427
Impact Aid - P.L. 874 - Part B - general funds	160,000
Impact Aid - P.L. 874 - Part C - funds for Title I programs	184,306
Indian Education Act, Part A - Indian Education programs	393,712
Indo-China Refugee Assistance Act - English as a Second Language Program	83,545
National Endowment for the Humanities	32,000
Teacher Corps and Teacher Training Programs	50,597
Vocational Education Act, as amended	66,868
	\$10,825,355

Grants which provide employment/social support for students

CETA - Titles I & III - Neighborhood Youth Corps	\$ 1,729,187
LEAA - Extended Day Program	15,237
Social Security Act, Title XX - Mother & Infant Care	56,732
	\$ 1,801,156

Grants for adult education, training, and employment

Adult Basic Education - AME, WIN, CETA I	\$ 316,342
CETA Training & Public Service Employment, WIN training	1,100,743*
ESEA Title VI-B - Community Reentry for Handicapped	66,440
National Reading Improvement Act - Adult Academy	55,430
Special Projects Act - Community Education	39,222
Vocational Education Act, as amended - Mpls. AVTI programs	85,649
Vocational Education Act, as amended - Economically depressed programs	125,000
	\$ 1,788,826

Grants for school construction/rehabilitation

Local Public Works Act - Dowling (60%) and Harrison Projects	\$ 1,153,217
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Grants/Contracts for dissemination projects

ESEA Title I - National Technical Assistance Program	\$ 14,500
ESEA Title IV-C - The Exchange, Validation and Replication Support Projects	50,000
NIE - The Consortium Reading Project	58,119
Special Projects Act - Natl. Diffusion Network Projects	72,380
USOE - Technical Assistance Programs	40,000
	\$ 234,999

FEDERAL TOTAL \$5,803,553*

STATE GRANTS

Child Care Facility Act - Latch Key Program	\$ 16,911
Intergovernmental Information Systems Advisory Council	10,300
Minnesota Community Health Services Act of 1976 (3-1-77 to 12-30-78)	233,388
Minnesota Department of Public Welfare, State Alcohol & Drug Authority	63,380
Minnesota Energy Agency	6,027
Minnesota State Arts Board	14,200
State Council on Quality Education - Early Childhood and Family Education	83,980
State Council on Quality Education - Innovative K-12	73,360
State Department of Education, Division of Special & Compensatory Education	210,081
State School Construction Fund - Desegregation-related Assistance	1,000,000
	\$ 1,711,627

STATE TOTAL \$ 1,711,627

*Estimate

MM

Revised 12-2-77

**STATEMENT OF DUANE LUND, SUPERINTENDENT,
STAPLES PUBLIC SCHOOLS**

Dr. LUND. Mr. Chairman and Congressman Quie.

I'm so pleased that my colleague, Ray Arveson, paid tribute to Congressman Quie at the outset. I feel that with his retirement from Congress, we'll be deprived educationally speaking in our State, but we are grateful, Congressman Perkins, that you're still there, and we want you to know how much we appreciate what you've done for education and for Minnesota kids down through the years.

I served for the past 6 years on the National Advisory Council for Vocational Education and had a chance to work with you firsthand, along with Congressman Quie, and in my book, you are Mr. Vocational Education in Congress, and we certainly appreciate that leadership, as well as what you've done for secondary children over the years.

Chairman PERKINS. I want to state that Al Quie helped me write the bill. No one made a greater contribution than Al Quie in the Vocational Education Act of 1963, which was a landmark bill. We worked hand and glove together all through, day and night.

It should be reassuring to all Americans to see this sort of thing happening. So often, I guess, we're led to believe that there are two teams of cowboys down there in Congress. If you're one party, you're a cowboy with a white hat and so on. But really it's gratifying for us to see firsthand how partisan politics aren't the important thing. It's the good of the country that really counts.

Mr. QUIE. We've made a lot of headway in that regard.

Dr. LUND. That is right.

I'm superintendent of schools of Staples, Minn., which is truly in the rural part of Minnesota, north central Minnesota, where agriculture and tourism businesses kind of meet. It's a sparsely settled area. Our district is less than 10,000 population and nearly 70 miles across from north to south.

Several years ago, I was a consultant to the House District Committee for Vocational Education, the time that Washington, D.C. schools were considering instituting it, and, of course, it became a reality. At that time, the Washington Post was very upset that I was to be the consultant, and in their very accurate research they discovered that there were more cows than kids in my school district, and that did bother them, of course, about someone from rural Minnesota consulting on the problems of students in Washington, D.C., but it did work out well. But we are truly a rural area and a rural district.

In seeing Jack Jennings in the back of the room, as one who served for four years on the congressional staff, I'd like to acknowledge the importance of staff people, Chris Cross being here also. It's great to have you people here. If you're here to hear firsthand these things and we know of your contributions as staff people to education, it's appreciated, too.

First, title I, I feel that our district qualifies as it's a good place to look at what one can do for kids, because we do come from a poverty area, too, part of Minnesota which is very much low income, one of the lowest incomes in the State, countywise, up there where we

are. And I think it's a kind of an area title I is intended to serve, and it has served well.

Now, I'm a little embarrassed to say, on page 2 of my testimony, I say, "The following chart dramatically shows the impact of title I." Well, it doesn't because it's the wrong chart. Actually, I should have, and it's my fault, I should have given my secretary the figures for before title I was a reality. If we had those figures here, and we'll send them to the committee after I return home, it would show that when children start in our school district up there in Staples, many of them begin well below State norms and even national norms in terms of how we look at a child's achievement, and in the early years, this was very evident.

Since Title I and other Federal programs and some State programs, this has changed dramatically, this is true, and we do find that our kids are progressing to the point that they look very well, they compare very well to our State norms, even better to the national norms. I think that's gratifying.

Now, we can't isolate title I and say it's all due to title I, but it is due, I think, in great measure, to the Federal programs and some of the State programs that we have as well that have made the difference. So I believe that this is an accurate indication of the importance of continuing this kind of aid to our kids.

I think it's also significant that, at a time when nationally, children are achieving less, we are told by these same tests, our children are achieving more.

I believe, too, that title I is so in tune with the national trend now of back to the basics. I can't imagine a better place to increase funding than title I for that reason, and, of course, I'm sure you're aware of how inflation has really robbed us of the impact of Federal dollars.

We did have an opportunity, back in 1969, which is now soon 10 years ago, to do a little more research in this area of the impact of Federal programs on our children. We had a target school at that time, Lincoln Elementary School, and this target school really had a concentration of Federal funds of activities to help these kids, we're talking about your bills. We had a control group in our own school district, another elementary school. In the addendum, I do have that research which was designed to show how a nongraded concept under a title III program, at that time, had had an effect, significant effect. But in there, I think we can say that this also applies to all Federal programs as they apply to this target school, and I call it to your attention, and I think it is significant.

It's also important to mention, I think, that there was a time we had dollars by which to augment the title program. We recognize the importance of these programs, what they're doing for kids, and we have local moneys to add to those dollars. Every school district in this country, I guess, today must be in a financial crunch, from what we read and see. It's certainly true of Minnesota, and we don't have dollars that we can add to this. So we do count on you people to increase that funding.

I do want to say this though, too, that one of the reasons in our community that our kids are doing so much better in the early years and from there on, for that matter, we believe it will happen, are the preschool programs.

Our State has had a great emphasis on preschool education. Now, I'm not talking about bringing kids into school before headstart or before kindergarten, but it's working with parents from the time that child is born or even before the child is born if the parent wants help, and getting that kid ready for kindergarten, ready for headstart, and helping the parents to teach the child in the home.

Our State has, I think, been pioneering in that area, and we have now, I believe, substantial results statistically to justify those dollars from our legislature, and I would urge Congress to take a look at preschool education.

I think there's much to be said here about the need for some national impact in working with parents, in particular. It's working in Minnesota. I urge you to look at it nationally.

Someone mentioned right to read. Yes, that's made a great difference in our district, and I want to underscore that, although it's not part of this act, as I recall.

Old title III, now title IV, where we have a chance to really be creative, to innovate in education. That has made a difference in our system. We had a program, a project, a nongraded education, differentiated staffing, and we now have one in developing curriculum for energy conservation. It has made a difference.

But this program has made a difference elsewhere as well because dissemination is working.

I guess, everything else that I say today, if you would hear my concern about dissemination, that would satisfy me.

Several years ago, we realized that our district had a lot of special attention. For a good many years, we had more aid per pupil from Federal programs and special State grants and foundations put together than any other school district in Minnesota. We felt an obligation to disseminate all of these goodies to the rest of the schools, and so we did what we could to publicize our programs. We had a lot of visitors and we learned a lot of things.

We went to the Bush Foundation, a private foundation in our State, and asked for dollars to develop a program to disseminate what we had learned as a small rural school from all this impact. We were given a sizable grant, in a 3-year time. We called our project Tran-SEPP, and as a result, many of these things that we had learned in our district were disseminated across the State of Minnesota.

A private organization was brought in to evaluate Tran-SEPP, and that's in the addendum as well, and I call it to your attention. They found that it did have an impact, dissemination is possible.

Now, I have heard both of you gentlemen talk about the problems of dissemination and the frustrations of trying to magnify your investment, you know, of research money and demonstration money, and I want you to know dissemination does work, and I have in my testimony, I won't go into it now, but it's there, indicating what we've learned about dissemination, seven points that I think are important to make dissemination work.

But now what happened, of course, is that Congress did provide the money for dissemination of these programs, and our district happens to represent northern and central Minnesota in disseminating

validated title IV projects. It has a great impact, we think, on our part of the State.

In our own school district, we've had staff travel to look at programs in Georgia, a reading lab in Rhode Island, environmental education in New York, childhood programs in Iowa, Wisconsin, Washington, the State of, Missouri, and so on. Our staff people were actually able, because of your money, your dollars, to go and visit these projects and then with minigrants get them started in our school district. Dissemination is working both ways for us.

But the tragedy of it is that dollars are being decreased for dissemination. The funding level is \$7½ million for this year and for next year. This is down from 4 years ago, when it was \$9 million. For our own project for north central and northern Minnesota, this means a decrease from the original \$40,000 a year to \$27,310. Now, we did a lot with that \$40,000 in our part of rural Minnesota. It made a great deal of difference, but it's being reduced dramatically, you see. Now it isn't necessarily all your fault. That's all HEW is asking for, and I can't understand it. It's working. Please take a look at it.

Well, title V had an impact on our district. We joined a consortium of schools to develop a needs assessment for rural Minnesota. It also puts us of a long-range planning, back before our State mandated long-range planning.

Like Bill Wettergren and the school board association I also want to express myself as being concerned about more time implementing the handicap legislation and some dollars to do it. It's going to have a profound effect on us.

In conclusion, you know, it's a matter of asking for more money. You're used to that, I guess. You know, it's tragic that we're in a situation where we almost have to take money any way we can get it. That's where our schools are today. And any kind of aid from Congress, categorical, general, anything else, you know, we're so glad to get, and that's unfortunate. We'd prefer, of course, general aid to categorical, but we've learned to live with the strings you've attached so far for us. All we ask is don't tie them any tighter.

Thank you very much.

Mr. QUINN. Thank you very much, Duane.

[The complete written statement of Dr. Lund follows:]

Testimony before the U. S. House of Representatives Committee on
Education and Labor.

Minneapolis, Minnesota

February 11, 1978

Dr. Duane R. Lund

Superintendent of Schools

Staples, Minnesota 56479

I serve as Superintendent of Schools of District #793, Staples, Minnesota. We are located in north central Minnesota where our state's agriculture and tourist industries meet. Our district is basically rural with more than two-thirds of our students being transported. Our enrollment is about 2,500. We have an Area Vocational Technical Institute as a part of our district and our school is also the host for a secondary vocational cooperative. Our area has one of the lower average incomes in the state and a disproportionate number of our children are disadvantaged in the sense addressed by Title I of the present federal Elementary and Secondary Education Act. One hundred four of our students claim Indian heritage. We are particularly pleased that more than 100 Indian adults are served through our post-secondary vocational program.

My testimony this morning will be brief and to the point; I simply want to say that our school district has demonstrated that federal programs in education do make a difference.

Title I is made to order for the needs of our students. Because so many of our children come from low income - low educational opportunity homes, we find that in the early grades our students often test less than state and even national norms. Yet, by the time they leave our system these same students clearly test well above these norms. Of course, Title I alone has not made the difference, but Title I has made it

possible for us in these years of financial crisis to zero in on those children who need help most.

The following table shows the dramatic impact of Title I and other programs on our total elementary population:

Student Achievement Scores Grades 1-6
as measured by Stanford Achievement Test
in 1969 and 1977

Areas Tested	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6	
	1969	1977	1969	1977	1969	1977	1969	1977	1969	1977	1969	1977
Vocabulary	2.0	2.4	2.8	3.9	3.6	4.2	4.9	5.1	6.1	6.4	6.3	7.1
Reading	2.0	2.4	3.0	3.2	2.8	3.9	5.0	5.3	6.0	6.6	6.5	7.0
Word Study Skills	2.6	2.8	3.3	3.7	4.5	4.4	4.8	5.3	6.1	6.6	6.5	7.2
Math Concepts	2.4	2.5	3.1	3.7	4.0	4.2	4.7	4.9	5.9	6.1	6.8	7.1
Math Computation	N.T.	2.1	2.7	3.4	3.4	3.9	4.2	5.4	5.4	6.5	6.3	7.2
Math Application	N.T.	N.T.	N.T.	3.5	3.1	3.8	4.8	4.8	5.9	6.5	6.4	7.4
Spelling	N.T.	N.T.	2.8	3.5	3.5	3.9	4.5	5.0	5.9	5.9	6.5	6.7
Language	N.T.	N.T.	N.T.	N.T.	3.7	3.6	4.6	5.5	5.4	6.5	6.8	7.1
Social Studies	N.T.	N.T.	3.1	4.0	4.1	4.1	5.4	4.9	5.6	6.4	6.6	7.3
Science	N.T.	N.T.	3.1	4.2	4.1	4.1	5.2	5.0	5.3	6.8	6.7	7.0
Listening	N.T.	2.7	N.T.	3.5	N.T.	4.3	N.T.	5.0	N.T.	7.3	N.T.	7.3
Comprehension												
Composite G.E.												
Average	2.1	2.5	3.0	3.7	3.8	4.0	4.8	5.4	5.8	6.5	6.5	7.2
G.E. Norm	1.8	1.8	2.8	2.8	3.8	3.8	4.8	4.8	5.8	5.8	6.8	6.8
Above (+) or												
Below (-)												
National Norm	+3	+7	+2	+9	.0	+2	.0	+6	.0	+7	-.3	+4

N.T. (Not Tested)

In one of our schools (Lincoln) we set aside a control group and clearly demonstrated the impact of our federally funded programs. This report is submitted as an addendum to my testimony. (Exhibit "A")

I am concerned about the fact our school district no longer has local funds with which to augment the Title I program as we did in the early years. I suppose this comes as no surprise to you, but we need more money in Title I. We can do a better job, but as schools, nationwide, face a financial crunch there is no way we can free-up money to

supplement programs even as worthy as Title I. Don't forget that inflation alone has taken a heavy toll and has robbed us of the impact these dollars once made. Here is a program we know makes a difference and it is in tune with the "back to basics" philosophy now sweeping our country; what better place can there be to invest any dollars that may be available?

I would like to say at this point that we are excited about what we see happening in our new pre-school programs which have been made possible by our state legislature and the Department of Education. These programs include working directly with parents to help them teach their children in the home and to help them get their children ready for Kindergarten. I would encourage this committee to take a look at "pre-school" as a possible area of concern. I am really talking about "pre-headstart".

We also know that Right to Read has had a significant impact on the reading level of our students.

Secondly, I would strongly urge the continuation and expansion of Title IV-C, which has not only encouraged, but literally made possible, innovation in our elementary and secondary schools. In our own district, a Title III (the old Title IV) grant made it possible for us nearly a decade ago to restructure our entire delivery system in elementary education. We developed a non-graded concept that worked for us. Although the structure has become more traditional over the years, the basic philosophy still prevails of taking a child where he is and moving him as an individual as fast and as far as we can take him without promoting him ahead of his chronological age group. We also received funds to differentiate our professional and non-certified staff to maximize their talents and minimize their weaknesses. Currently, we have a Title IV grant

for the purpose of developing curriculum in energy conservation. These programs have not only had an impact on our community, but what we have learned has been successfully disseminated. Yes, dissemination can work in education; we can magnify the dollars the federal government invests in innovative programs. Let me tell you how we learned to effectively share with other schools. Since 1968, we have lead our state in the number of dollars per pupil received from federal and state grants (except a few schools located on or near Indian reservations). Evaluations indicated that nearly all of these projects brought us something new and worth the investment. However, the dissemination provided for each of these projects was quite minimal. Nevertheless, through publicity and word of mouth many visitors did come to our school district; one elementary school had over 4,000 visitors a year for several years. In the process we did learn some things about dissemination. Although no systematic study was made of adoptions, we came to realize that programs, techniques, teaching devices, etc. developed in Staples were having an impact on other schools. We concluded that because of the hundreds of thousands of dollars invested by the state and federal governments and by private foundations in our schools, we had an obligation to make a more systematic effort at disseminating the fruits of our work. A proposal was made to the Bush Foundation to thus magnify the dollars already invested in our district through a dissemination project to be called "Tren-SEPP". Funding was received, and we proceeded to reach out to the other schools of our state. Just like the "kids" we teach, we learned by doing. As it turned out, the experience was worth more than all of the information we had gleaned from the literature or the advice we had received from those who had been in the business.

Based on the success of Tran-SEPP, we were recruited by our State Department of Education to participate (under a federal grant) in the dissemination of validated Title IV projects and were given that responsibility for both northern and central Minnesota. We are now in the third year of that project, and we are still learning.

Based on these experiences, I would like to share with you a few of our conclusions:

1. People do make the difference, both in the case of the disseminating institution and the adopting schools. Those in charge of dissemination must really believe in the product. They must be able to demonstrate an enthusiasm for what they have to disseminate. But, salesmanship must not be a substitute for sincerity. The disseminator must have a commitment to his product, and he must care whether or not other schools or teachers adopt what he has to communicate.
2. The emphasis and primary concern must be with the adapter (the receiving agency or individual). As one of our facilitators puts it, "the disseminator needs to become intimate with the adopting school". The school's or teacher's needs and interests are paramount. The teacher may need help in identifying the problems and stumbling blocks to be faced in his/her bawlick, and guidance should be available to help him/her solve these problems. If, at the end of the teacher's first contact with the disseminator, he/she is not convinced that he/she wants and needs the new idea or concept or technique, the cause is lost. On the other hand, care must be taken so that the disseminator in his/her enthusiasm does not sell someone a product he/she does not need or which is inappropriate.

3. "Learning Bazaars" are an effective device for disseminating the results of educational innovation. We have found that it is most helpful if the displays and general decor are exciting and conducive to creative thinking. We also try to feature a number of techniques, learning games, projects, teaching devices, or concepts which can be easily and cheaply adopted so that everyone will - hopefully - go away from the "fair" with something he/she is likely to use.
4. Dissemination workshops or in-service programs must be both interesting and fun. Again, the presenters must know as much as possible about the adopting agency.
5. If the proposed innovation is going to mean sizeable changes in the school or even in one classroom, it is critical that those who will be most affected and most involved in making the changes have the opportunity to visit on site the program under consideration. "Teacher travel" is one of the very best investments any school can make in its staff.
6. Replication usually costs only a fraction of innovation. But there is usually some additional cost to get a new program under way. In this day of fiscal crisis in our schools, mini implementation grants are critical to successful dissemination.
7. In summary, people do make the difference. I don't have much faith in dissemination via the printed page. To quote a television commercial in our part of the country, "it is people helping people" that makes the difference.

A private concern was brought in to evaluate our dissemination program. The dramatically positive results are included as an addendum to this

testimony. (Exhibit "B")

In return, our school has been the beneficiary of several innovations developed in other schools across the country: a math program from Florida, a reading lab development in Rhode Island, a physical education program in Georgia, an environmental education project in New York, and early childhood programs in Iowa, Wisconsin, Washington, and Missouri. Mini-grants made it possible for our staff people to actually visit these projects on-site and then implement what they learned upon their return. "People to people" works.

The current funding level for this National Diffusion Network is 7.5 million (for 77-78 and 78-79). This is down from the funding of 9 million four years ago. This means that our Northern and Central Minnesota Facilitator project is down to \$27,810 from the original allocation of \$40,000. This is tragic. Here we have a program of dissemination, at long last, that works - and Congress is reducing the appropriation. This is not all your fault, gentlemen, it is all HEW asked for. I cannot understand it.

Title V has also meant much to our district. Through this program we received a grant as a member of a consortium for the purpose of developing a needs assessment for rural Minnesota Schools. We also received a grant for developing a long-range plan for our own district before this was mandated by our state legislature.

In conclusion, we do have a few other concerns: We need more time to implement the requirements of the new programs for the handicapped, and of course, in this time of financial crisis in our schools, we need more money. Sure I would prefer general aid to categorical - but we are almost at the point of accepting aid under any circumstances - and that is tragic. However, we have learned to live with the "strings" attached to the ESEA legislation - just don't tie them any tighter.

Exhibit "A"

LINCOLN MODEL NONGRADED SCHOOL
Staples, Minnesota

EVALUATION MODEL

INTRODUCTION:

The development of the program experienced by the learners has been primarily dependent on the professional judgment of the school personnel and their interaction with the students, parents, visitors, and consultants who frequent the school.

Evaluation of all phases of human growth is made for each individual and the learners' progress is carried out almost constantly. The adequacy of each child's progress is an individual matter determined by a phase in his attainment in relation to estimates of his potential.

The long range plan of product evaluation is a test of the hypothesis that the students of the nongraded demonstration school will develop significantly different behaviors as expressed in academic achievement and divergent problem solving abilities and will possess a better self-image than the students of the graded elementary school located in the same city.

In an attempt to provide a sufficient base of information concerning the innovative Model School program, an evaluation design was developed and data gathered in the following areas relating to that program:

1. Student academic achievement as measured by the Stanford Achievement Test (SAT).
2. Student self-image as assessed by the Self-Concept and Motivation Inventory (SCAMI).
3. Divergent problem solving ability of the students as measured by the Torrance Test of Creative Thinking (TTCT).
4. Student opinion as measured by a questionnaire.
5. Parental opinion as measured by a questionnaire.
6. Visitors' reactions to site visitations as measured by a questionnaire.
7. Teachers Beliefs and Practices as measured by the Personal Beliefs Inventory (PBI) and the Teachers Practices Inventory (TPI).

Additional, much more informal, evaluation activities occurred as a routine matter in the daily functioning of the school and data is a part of the job. No formal attempt was made to organize, record, or report this type of evaluatory activity, even though it contributed heavily to the development of the Model School Program. Essentially any questions must be addressed to the personnel rather than a formal data bank.

The initial evaluation design called for a comparison of the academic achievement, self-image, and problem solving techniques among samples of students randomly selected from the Model School, a traditional elementary school, and Todd County ungraded rural schools. Because of the consolidation of the rural ungraded schools the design was reduced to a comparison between the Lincoln Model School and a traditional elementary school.

PROCEDURES:

A stratified random sample was used to select students to be tested. Consideration was given to two populations: The Lincoln Model School and the Staples Elementary School.

Lincoln Model School (experimental group)

Every other student was chosen for the sample except when the choice fell upon a transfer student. The reason: comparison could not be used with their previous years scores. Ten students at each level (grade) were used -- 40 in all.

Elementary School (control group)

All students were listed alphabetically according to grade. The number was divided by ten and this number determined the choice from the elementary school -- 40 in all -- ten at each grade level.

Administration

All tests were administered by the Staples Elementary School Counselor.

DATA:

Data was used to test the null hypothesis that there are no statistically significant differences in the students' achievement subcores as measured by SAT, self-image subcores as assessed by SCANIN, and in divergent problem solving ability scores as measured by TTCT.

Table I lists the subscore dimension of the three instruments for 1968-1969. Unless otherwise noted, the dimension applies to grade levels 1-4 inclusive. (The SAT is normed by grade levels). Asterisks indicate dimensions where statistically significant T-scores at the p-0.05 level were present between the Model School scores and the Elementary School Scores.

The grade level of the significant differences are also given. Where the grade numeral is underlined, the T-score favors the Staples Elementary School.

Table 2 lists the subscore dimensions of the three instruments for academic year 1969-1970. Unless otherwise noted, the dimension applies to grade levels 1-4 inclusive. (The SAT is normed by grade levels). Asterisks indicate dimensions where statistically significant T-scores at the p-0.05 level were present between the Model School scores and the Staples Elementary School scores.

TABLE 1

Subscore dimensions of the Stanford Achievement Tests, Self-concept and Motivation Inventory, and Torrance Test of Creative Thinking. This table is reflective of the results found in 1968-1969.

STANFORD ACHIEVEMENT TEST (SAT)

Dimension 1:	Word Meaning *Grade 2
Dimension 2:	Paragraph Meaning *Grades 1, 2 & 3
Dimension 3:	Vocabulary Grade 1
	Science and Social Science Grades 2 & 3 *Grade 2
	Spelling Grades 4 & 5
Dimension 4:	Spelling Grades 1, 2 & 3
Dimension 5:	Word Study Skills Grades 1, 2 & 3
	Language Grade 4
Dimension 6:	Arithmetic Grade 1
	Language Grades 2 & 3
	Arithmetic Computations Grade 4
Dimension 7:	Arithmetic Computations Grades 2 & 3
	Arithmetic Concepts Grade 4
Dimension 8:	Arithmetic Concepts Grades 2 & 3
	Arithmetic Application Grade 4
Dimension 9:	Social Studies Grade 4
Dimension 10:	Science Grade 4

TORRANCE TEST OF CREATIVE THINKING (SCAMIN)

Dimension 11:	Goals and achievement needs
Dimension 12:	Failure avoidance
Dimension 13:	Motivation
Dimension 14:	Role expectation
Dimension 15:	Self-adequacy *Grade 1
Dimension 16:	Self-concept

SELF-CONCEPT AND MOTIVATION INVENTORY (TTCT)

Dimension 17:	Fluency *Grades 2 & 3
Dimension 18:	Flexibility
Dimension 19:	Originality *Grade 1
Dimension 20:	Elaboration *Grade 3

TABLE 2

Subscore dimensions of the Stanford Achievement Tests, Self-concept and Motivation Inventory, and Torrance Test of Creative Thinking. This table is reflective of the results found in 1969-1970.

* Significant at $p=0.05$ level

— Underline grade level indicates scores favor Staples Elementary School.

STANFORD ACHIEVEMENT TEST

Dimension 1:	Word meaning	
Dimension 2:	Paragraph meaning	
Dimension 3:	Vocabulary Grade 1	
	Science and Social Science	Grades 2 & 3. *Grade 2
	Spelling	Grades 4 & 5
Dimension 4:	Spelling	Grades 1, 2 & 3
Dimension 5:	Word Study Skills	Grades 1, 2 & 3
	Language	Grade 4
Dimension 6:	Arithmetic	Grade 1 *Grade 1
	Language	Grade 2 & 3
	Arithmetic Computations	Grade 4
Dimension 7:	Arithmetic Computations	Grades 2 & 3
	Arithmetic Concepts	Grade 4
Dimension 8:	Arithmetic Concepts	Grades 2 & 3
	Arithmetic Application	Grade 4
Dimension 9:	Social Studies	Grade 4
Dimension 10:	Science	Grade 4

SELF-CONCEPT AND MOTIVATION INVENTORY

Dimension 11:	Fluency	*Grades 1, 2 & 3
Dimension 12:	Flexibility	Grades *3 & 2
Dimension 13:	Originality	Grade 4
Dimension 14:	Elaboration	Grades 2 & 4

TORRANCE TEST OF CREATIVE THINKING

Dimension 15:	Goals and achievement needs
Dimension 16:	Failure avoidance
Dimension 17:	Motivation
Dimension 18:	Role expectation
Dimension 19:	Self-adequacy
Dimension 20:	Self-concept

* Significant at $p=0.05$ level

— Underline grade level indicates scores favor the Staples Elementary School

I.Q.

The mean I.Q. scores are:	Model School:	Grade 1:	101.6	When the I.Q. scores were analyzed no significant differences were apparent.
		Grade 2:	98.0	
		Grade 3:	104.8	
		Grade 4:	102.1	
		Grade 5:	104.6	
	Elementary School:	Grade 1:	99.3	
		Grade 2:	98.2	
		Grade 3:	96.0	
		Grade 4:	105.3	
		Grade 5:	103.2	

KINDERGARTEN

In addition to the previously mentioned scores and statistical data which are representative of only grades 1 through 4, some formal and informal measures were administered to kindergarten students. For example: 13 kindergarten youngsters were involved in some form of formal reading and 18 were involved in some form of formal mathematics.

One kindergarten youngster who appeared to be quite bright was involved in Level One reading and mathematics from November through January on a full time basis. Following are the results as derived from the Stanford Achievement Test which was administered in April, 1969.

Word Reading - 2.5 grade level, 96 percentile of the nation.
 Paragraph Meaning - 3.1 grade level, 99 plus percentile of the nation.
 Vocabulary - 3.3 grade level, 74 percentile.
 Spelling - 1.6 grade level, 50 percentile.
 Word Study Skills - 3.4 grade level, 96 percentile.
 Mathematics - 3.5 grade level, 99 plus percentile.

The same kindergarten teacher was the instructor for the nongraded section and a regular kindergarten class. Observation made by the kindergarten teacher indicated that those involved in the nongraded project did better when compared in reading and general readiness tests and in all types of classroom activities such as listening, reading, math, art work, following directions, independent study skills, and classroom discussion. It was felt that those involved in the project did better because:

1. They spent one-half hour a day longer in school.
2. The teacher had an aide.
3. Students were allowed and encouraged to go ahead on their own from the beginning.
4. More consideration and provisions were made for individual differences.

The Peabody Picture Vocabulary Test was administered to kindergarteners in the experimental and control group by Bernice Eggert, Staples Elementary Counselor. A derived intelligence quotient showed no significant differences -e.g.

Control Group - Mean I.Q. score 101.2
Experimental Group - Mean I.Q. score 101.4

The gains seem to be indicative of the type of program offered.

Also, in the past three years thirty-four students were judged to be reading at a grade one level or higher by the end of the kindergarten year. In mathematics thirty-six students were judged to be functioning at the grade one or better level.

This was accomplished without sacrificing any part of the regular program. It was possible because students were diagnosed and instruction started at this point.

SUMMARY:

A review of the Tables would lead us to accept the major hypothesis that there are no statistically significant differences in the dimensions measured by the three instruments used where consideration is given to the fact that 90 pairs of mean scores were found.

This is not a totally unexpected result since the items of the SAT, for example, are based on samples of curricular content usually found in the elementary school. One major claim of the Model School is that it provides experiences for its students well beyond the normal elementary school curriculum, and since the standardized instruments do not sample those kinds of experiences, the results are not detected. It must be further said that it would be impossible to develop such an instrument with norms, if in fact each student does experience an individualized curriculum.

A significant finding would seem to be that even though the Model School students are receiving a much broader experience, the time and energy devoted to those wider horizons does not appear to detract from or enhance the basic development of those students as assessed by the SAT, SCAMIN, & TCT.

Another variable of the evaluation that has not been controlled is the difference among teachers. When the results were being discussed with members of the staff, the significant data elicited comments that "teachers really like to teach ---." Kids do seem to learn what is taught by the teacher.

However, the results of the TPI and the FBI do indicate a significant difference. The results of these instruments are found in a later section of this report.

The SAT scores of the Model School were also compared with the national averages of scores as reported by the test publisher. It is of interest to note that all six of the dimensions of the SAT at the grade level show statistically significant achievement beyond the national mean. In the remaining thirty-five dimensions over four grade levels only four statistically significant results are found. It should be noted that the same result would also be found with the Elementary School students.

It could appear that a number of explanations are possible. The differences may be due to exemplary teaching at the first grade level in the Staples system. It seems more likely to be due to the pressure of the kindergarten in the Staples system which would not be as wide spread in the morning group for the SAT.

On the basis of this data and analysis, it is suggested that the time and energy devoted to the innovated aspects of the Model School Program might enhance but does not detract from the academic achievement of the Model School students, and that the mean achievement of the student population is not significantly different from the national mean achievement level on the SAT.

P.B.I. and T.P.I.

The experimentalist philosophy is characterized by the desire to maintain a continuity on nature such as mind-body, a continuity in means and ends, and to judge the value of something on the basis of the consequences of the event rather than having value determined or handed down by authority. As it is used in this study and those referred to, experimentalism is the application of the method of the natural sciences to man's social problems and experiences. In this situation it is the application of the method of the natural sciences to the problem of improving educational practices.

Staples Experience

A study of the beliefs, and expressed agreement with educational practices, involving teachers working in the Staples district elementary grades was conducted to see if there exists any differences in the above areas between the teachers working in the Model School and the more traditional Elementary School. Two instruments were used which have their items based on the experimentalist philosophy of John Dewey.¹ These instruments, the Personal Beliefs Inventory (PBI) and the Teachers Practices Inventory (TPI) were administered to a sample of sixteen primary teachers during the spring of 1969. The sample included four Model School and twelve Elementary School teachers.

The distributions of the scores of these teachers on the two instruments are shown in figure 1. On the TPI the Model School teachers have a mean score of 170, the Elementary School teachers a mean score of 153.5, the mean of the overall sample being 160. Similarly on the PBI the Model School teachers scored a mean value of 143.5 and the Elementary School teachers scored a mean of 133, with the composite group having a mean score of 143.5.

This data would indicate that as a group there are apparent differences in the degree of experimentalist belief held by the teachers of the two schools with respect to their own beliefs concerning philosophical questions and in their expressed agreement with statements concerning teacher practices.

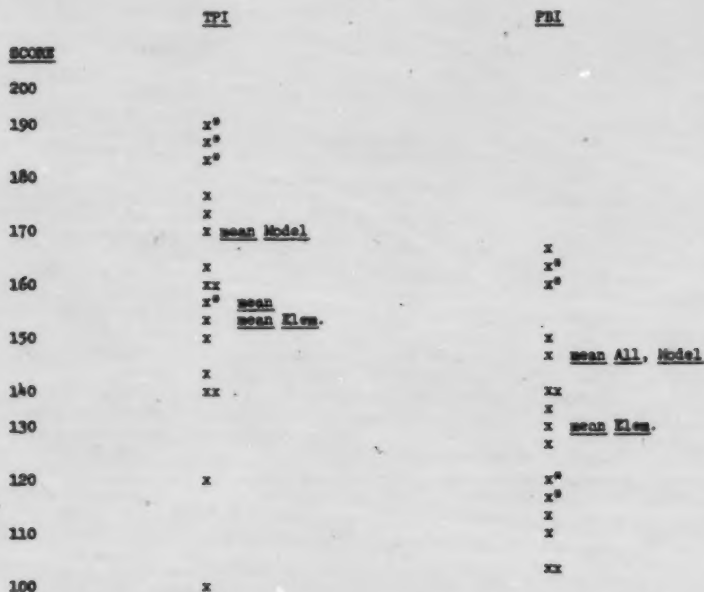
On both instruments the Model School teachers as a group scored higher, that is, expressed a greater willingness to follow an experimentalist approach with regard to their beliefs and teaching methods. With such a small sample it would be risky to attach too great emphasis to statements of statistical tests of significance, although the groups approach significance at the 0.05 level. The distribution of the scores shown in figure 1, states the case for the Model School teachers as a group being more receptive to change based on a pragmatic experimental approach than would the Elementary School staff.

There is no direct evidence from the Staples district work to suggest that the differences in the scores are due to the experience of the teachers in their schools or if the measures are of relatively stable characteristics of an individual. Don Droubie feels that at least one of his staff has made drastic gains in experimentalist attitude and approach to the school process at the Model School.

1. Bob Burton Brown, The Experimental Mind in Education, New York, Harper and Row, 1969.

The instruments would seem to have an acceptable validity and reliability for use in monitoring a program of teacher retraining as long as the objectives of the program are congruent with the experimentalist dimension being measured by the instruments. Based on the objectives of the proposed program that has been discussed, the PBI and TPI would appear to comprise a satisfactory set of instruments.

FIGURE 1.



^a Model School staff

Distributions, means of samples scores on the Personal Beliefs Inventory and Teacher Practices Inventory of teachers in the Staples District Model School and Elementary School.

Tran-SEPP Evaluation Report*Sheet "B"*Workshop Questionnaire Summary

<u>Part A Items</u>	<u>Responses</u>
1. Did you use the materials provided to you at the Tran-SEPP Workshop?	96% Yes
2a. Did you share the workshop materials with colleagues?	80% Yes
2b. If 2a was yes, how many colleagues?	2401 (5.0 average)
3. Did you, or do you plan to use the materials during the next school year?	95% Yes
4. Did you apply any of the teaching ideas or concepts learned from Tran-SEPP in your class?	94% Yes
<u>Part B Items</u>	<u>Responses</u>
1. My enthusiasm for teaching increased as a result of attending a Tran-SEPP Workshop.	90% agree or strongly agree with item
2. The Tran-SEPP Workshop helped me to better achieve classroom instructional objectives.	78% agree or strongly agree with item
3. Some of what I learned from Tran-SEPP will become part of the school program even if I were to leave.	54% agree or strongly agree with item
4. What I learned from Tran-SEPP definitely benefited my students.	89% agree or strongly agree with item
5. The Tran-SEPP Workshop I attended did present content of substance and concern.	92% agree or strongly agree with item
6. Tran-SEPP stimulated me to be more creative in the classroom.	92% agree or strongly agree with item
7. Tran-SEPP content was particularly useful for poorly motivated students.	82% agree or strongly agree with item
8. My students responded well to Tran-SEPP materials and ideas.	90% agree or strongly agree with item
9. I would certainly urge others to attend a Tran-SEPP Workshop.	98% agree or strongly agree with item
<u>Part C Items</u>	<u>Responses</u>
Participants were asked to rate the degree to which they felt Tran-SEPP content would be useful for students with different learning abilities.	Useful or very useful response to item
Educable	67%
Below Average	86%
Average	85%
Above Average	83%
Gifted	77%

**STATEMENT OF VON VALLETTA, DEPUTY COMMISSIONER,
MINNESOTA STATE DEPARTMENT OF EDUCATION**

Ms. VALLETTA. Mr. Chairman and Representative Quie.

I'd like to express my pleasure and endorse the laudatory comments that have been made by these two fine superintendents of how much we appreciate the leadership abilities and your hard work in improving the educational system for children all over the Nation.

I am accompanied this morning by several staff members. I am also aware that the chairman of our Senate Education Committee is present in the audience, just recently arrived, I believe Senator Jerome Hughes—

Mr. QUIE. We're going to let Jerry Hughes testify as soon as you folks are done but we'll introduce Jerry right now.

Jerry, would you like to come on the end of this panel, be a part of the panel, or would you—

Mr. HUGHES. I don't want to interfere because they're all prepared, Congressman.

Mr. QUIE. If you've got the time, let's finish with the panel and then get you separately.

Mr. HUGHES. All right. I have the time.

Mr. QUIE. OK. Great.

Ms. VALLETTA. I'm also accompanied, sir, by Mr. Ed Cane, a highly effective coordinator of the Federal relations, Federal-State relations, in the Minnesota department; Mr. Jack Hanson, who directs the title I program, Minnesota Department of Education; and Anne St. Pierre-Cutler, who works in our Federal relations program.

Mr. QUIE. Would you hold up your hands.

Ms. VALLETTA. And another staff member, Mr. Peter Moreno, has arrived.

These fine folks know more about programs than I would ever presume to know, and I feel quite secure being backed up by them.

I am Von Valletta, deputy commissioner for operation, Minnesota Department of Education.

My primary responsibilities include, for programmatic purposes, all of the Federal programs, as well as additional duties these programs covered by the Elementary and Secondary Education Act. I am responsible for the division of vocational technical education in the department; the division of instruction where instructional leadership for all the subject matter areas is organized; the division of special and compensatory education for meeting the needs of disadvantaged children, native American children, handicapped children; a division of special educational needs; and a division of special services, wherein we house planning, research and development functions, as well as other supportive kinds of services to the local school districts in the state of Minnesota.

You have already heard from and have on your agenda today several educators from local districts who, I am sure, will adequately inform you about the effects of the Elementary and Secondary Education Act in local districts. So I will, out of regard to your time, limit my remarks only to those things that we're most concerned about from a State perspective.

I would like, at this point, to say Minnesota Department of Education heartily endorses the recommendations made to you by both Superintendent Lund and Superintendent Arveson and we know that you will give them your serious consideration.

I'd like to comment first, from a State perspective, on some difficulty that we're having in title I.

This year, 58,000 children are receiving title I assistance in 436 school districts in the State of Minnesota. There are title I projects in 1,195 school buildings throughout the State, some of them public, some of them nonpublic. For the most part, the title I projects focused on reading and mathematics, or basic skills, if you prefer that language, and through these efforts, we are assisting more than 55,000 children in title I, special title I reading projects and almost 50,000 children in mathematics projects—Duplicate Counts. The majority of the children served are concentrated in the early grades, grades 1, 2, and 3.

Our evaluation of that program last year revealed that those efforts are highly effective. Title I projects were responsible, at least in part, for increasing the learning rate of participants for whom we have test and retest scores in both reading and mathematics by an average of about 1.4 months for each month of participation in the project.

This is in contrast to children with characteristics similar to the children who are in title I project but the children are not actually served. They typically achieve about one-half year of progress on standardized measures achieved for each year of schooling. We think that this is pretty conclusive evidence that title I is doing what it was intended to do for children in the State of Minnesota.

Now, a child in order to be able to receive title I services, is, of course, assessed for educational needs. The child must be among the most seriously educationally disadvantaged children in the district, must live in a target area and attend a target school. We're using data on the free and reduced price school lunch program to determine target schools in Minnesota. Minnesota school districts have found that schools located in low-income areas tend to have the highest concentration of educationally disadvantaged children, as well as the economically disadvantaged children.

Now, I have to say that the real credit for making title I work in Minnesota belongs to the dedicated teachers and administrators in local school districts in the State of Minnesota, because that is where the important action takes place.

The State, however, has the overall responsibility for program administration, project approval, compliance with regulations, and evaluating effectiveness and disseminating information about the programs.

Federal regulations require, and we endorse it, strict accountability from the States in the administration of title I. States are responsible for assuring school district compliance with the intent of the law and the letter of the law.

The kinds of services the Minnesota Department of Education attempts to render to local school districts are in helping them figure out the most effective ways to assist in needs of students; helping them design programs to meet those needs; helping them to come up with even more creative and effective ways to get parents involved

in the schooling of their children; helping them arrive at target area designations; helping them figure how to evaluate the effectiveness of the programs; and, as Superintendent Lund has indicated, in how to share the most effective practices that emerge from those projects with other districts in, say, the Nation.

Now, it is virtually impossible for the Minnesota Department of Education and other departments as well to do a good job of all those supportive services to local school districts within the presently available funds for title I. You are well aware, I am sure, that that level is set 1 percent of the State's entitlement, and I don't believe there's another Federal program that allows such a small percentage of its funds for administration.

During the early years of title I, the percent figure was more nearly adequate. Personnel salaries were lower at that time and, at that time, the State paid the costs of fringe benefits for federally paid persons from the general fund, but a few years ago, our State legislature enacted a law requiring that fringe benefit costs for those persons be paid from Federal funds.

In addition, during the past few years, the State has been allowed to charge Federal program budgets for indirect costs, all these administrative, supportive, fiscal services, purchasing services, postage, telephone, communication, office space, et cetera. And the inflation put on top of those two factors has made the funding for the administration of title I in Minnesota most inadequate.

We have been forced to reduce the State staff of the Minnesota Department of Education for those purposes from 10 professions to 5 with a corresponding decrease in support personnel.

Now, we're searching for alternative ways to provide the quantity and quality of services that are requested by local districts, and local districts are requesting those services. One alternative is really to provide more money. It has been suggested several times, I believe, that Congress raise the percentage available for administration of title I to 1.5 percent of the State's entitlement.

This would, of course, provide immediate relief for the next 2 fiscal years. More staff could be added to render assistance to local districts. We could do a better job of rendering both quantity and quality of services to those local districts.

However, this type of an increase is, of course, subject to the same type of inflationary erosion as the present arrangement. I would like you, therefore, to give some consideration to making title I a State plan program.

Each year, under our vision of it, each State would make an assessment of activities, time and personnel needed to effectively administer title I on a State basis. U.S. Office of Education would then determine if the plan adequately reflects not only the State needs and priorities, but also the intent and priorities of Congress. The administration funds could be funded from a pool based on a 1.5 percentage that we have recommended.

The State would then have a planning document delineating from a State perspective specific objectives, activities and what we expect to accomplish within that plan. This plan could be used by the U.S. Office of Education to monitor the State's progress in achieving the intent of the law. The plan would be used, also, as an evaluation

tool in measuring the achievements of the objectives of a program within the State. Then States could more systematically demonstrate to the Congress the effectiveness of programs in response to congressional desires. And while I know some people would object to making this a State plan program, I believe that most States would welcome the opportunity.

There are two other things that I would like to call to your attention.

As it stands now, entitlement to States are calculated on a county-by-county basis. Some school districts in the counties are protected by the 85 percent hold harmless clause. The net effect of this is that funds must be shifted from other districts within a given county frequently to accommodate the 85 percent hold harmless provision.

This leads to inequities in school districts where, for some reason or another, title I population is increasing. Where the title I population is increasing, they tend not to receive sufficient funds to serve the children who are actually eligible for services. We don't believe it would be fair to those school districts who are losing population, but whose children still need services, to abolish the hold harmless provision. Rather, I would like to suggest that the allocations be made on a statewide basis, rather than a county-by-county basis. This wouldn't be as drastic a change to the State's school districts and it would allow a more equitable distribution of the funds within the State.

The Minnesota Department of Education also supports changes in the funding formula that would allow States more flexibility in distributing title I dollars based on educational need rather than census data alone. At the school building level, children are served on the basis of educational need. The numbers actually served may or may not reflect the actual numbers of eligible children.

The primary concern from the State perspective is not really the mechanism in determining the State entitlement but, to be quite candid, whether the mechanism might mean less money received. There are some persons who feel distributing funds to States on the basis of educational need might result in some kind of Federal judgment or Federal labeling about the effectiveness of educational systems between the States, and I'm aware, Congressman Quie, that you dealt with that, I think, in a very appropriate manner.

I would just like to suggest that if title I funds were distributed to the States under the current formula, primarily on the basis of economic data, and if States were then given the option of distributing the funds within the States on either the basis of educational need criteria or economic data or some combination of those two, then I believe a couple of things could be achieved.

I believe, gentlemen, that you could satisfy the proponents of both strategies, and I believe you would have provided a mechanism for getting those critical, informed, disciplined judgment of professional educators closest to where the real needs are and allow an opportunity for that kind of informed judgment to have an influence on how the funds are actually allocated among districts within a State.

We have accepted individual differences among students and even among local school districts, but we probably have not adequately

recognized the diversity and the individual differences between the States.

Although the Elementary and Secondary Education Act and title I is of major importance to Minnesota and the entire Nation, I believe that I would be remiss not to encourage this committee to support the amendments proposed by Mr. Quie to the national reading improvement program.

The title VII program which includes the national right to read effort is funded now at about \$26 million which is distributed among six different kinds of activities.

H.R. 7571, as proposed by Mr. Quie, gives the State the authority to make grants to local school districts in accordance with their State plan and leadership training program. At the present time, the U.S. Office of Education is supporting 134 demonstration-type projects at a cost of about 8.3 million dollars. The average funding level is about \$64,000 per project. The changes proposed in H.R. 7571 would allow States to coordinate these projects more closely with the State program. I believe it will allow for funding of greater number of local school districts and, probably, would have greater impact in developing even more effective reading programs.

H.R. 7571 also allows schools to direct resources toward secondary, as well as elementary reading programs. With title I resources targeted predominantly on the elementary grades, more resources are needed to assist districts in addressing reading programs at the youth in junior and senior high schools.

These changes, we believe, are important to the continued success of the right to read program in Minnesota and other States, and the suggestions made regarding title I should provide even better programs for educationally deprived children.

I would like to comment, also, on a thought that Superintendent Lund brought up. While I am not going to comment on the entire array of the provisions of the Elementary and Secondary Education Act, I would like to call to your attention that in these times of tight fiscal restraints, local governing units and the State are so hard pressed just to come up with the resources meeting current operational expenses, I fear that we in the educational institution are running the risk of paying insufficient attention and having insufficient resources to find better ways of what it is we're supposed to be doing with children in public schools.

I, therefore, urge you, not only to reauthorize the provisions of title IV of the Elementary and Secondary Education Act, but I urge you to attempt to influence your colleagues in the Congress to provide a more adequate level of funding for that particular provision.

One other thing I urge you to give very serious consideration to and hope that you will continue to provide support for is the National Institute of Education. It is very easy for people to assume that educational research and development is an unnecessary and esoteric kind of frill.

We believe that recent congressional instructions to the National Institute of Education to make their activities more directly relevant to the problems confronted by the schools of this Nation was in order.

We believe, also, that the National Institute of Education has been responsive to those directives and we see increasing evidence that they

are working more cooperatively both with the State departments of education and with local school districts.

Gentlemen, I really want to commend the members of this Committee for their outstanding work and dedication to the children of our Nation, their educational needs. Mr. Perkins, Mr. Quie, we, of course, are immensely proud that you, Mr. Quie, have been a part of that leadership, and we thank you very much for providing this opportunity today.

Mr. Quie. Thank you, Von. Excellent testimony.

[Additional material submitted by Ms. Valletta follows:]

ADDITIONAL INFORMATION SUBMITTED BY VON VALLETTA, REGARDING THE
DISTRIBUTION OF TITLE I FUNDS IN MINNESOTA

GENERAL OVERVIEW OF TITLE I ESEA

F.Y. 1977 IN MINNESOTA

Title I projects:

- 1. Were funded in 436 of the 439 eligible school districts.
- 2. Served 53,890 public school and 6,783 non-public school pupils during the regular school day and an additional 3,575 with summer school activities.
- 3. Helped 30,666 children in grades 1, 2 and 3 or 51 percent of all children served as its primary service group.
- 4. Were held in 934 public school buildings and 261 non-public ones.
- 5. Focused on reading and mathematics by helping 55,820 pupils in the first subject and 49,855 in the second.
- 6. Increased the learning of participants for whom there are test-retest scores in both reading and mathematics by an average of 1.4 months for each month in the project.
- 7. Employed 1,855 teachers and 340 other educational professionals as well as 2,413 teacher aides and other non-professionals.
- 8. Were designed to serve the pupils during the regular school year, only 19 districts also offered a summer school as a Title I activity.
- 9. Were approved only after careful inservice education programs for all Title I staff were included resulting in 175,000 hours of training for 15,600 persons including almost 2,600 parents.

TABLE I
TITLE I REEA GRANT AWARDS TO STATE OF MINNESOTA

Fiscal Years 1966 to 1978¹

FISCAL YEAR	TITLE I-A	TITLE I-B	TITLE I-C	LOW RENT HOUSING	TOTALS
1978	28,857,204	3,599,578		461,465 ²	32,918,247
1977	26,285,705	3,040,674		436,982 ²	29,763,361
1976	24,645,701	2,122,190			26,767,891
1975	22,103,108	1,739,156			23,842,264
1974	21,897,155	2,346,017	546,523		24,789,695
1973	23,380,015	2,702,352	821,039		26,903,406
1972	21,120,043	1,092,111	338,559		22,550,713
1971	20,831,934	945,696	206,743		21,984,373
1970	18,677,698				18,677,698
1969	17,357,976				17,357,976
1968	18,867,365				18,867,365
1967	22,550,000				22,550,000
1966	26,275,000				26,275,000
TOTALS	292,848,904	17,587,774	1,912,864	898,447	313,247,989

¹ Does not include LX for administration and grants to State Institutions for Handicapped and Delinquent.

² To local districts only subject to audit by Impact Aid.

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TABLE II

DISTRIBUTION OF TITLE I ESEA FUNDS BY PLANNING REGIONS (FY 1978)
WITH LOCAL AND STATE EXPENDITURES (1976)

(000's omitted)
(May not total because of rounding)

DEVELOPMENT REGIONS	APPROXIMATE LOCAL + STATE SCHOOL DISTRICT EXPENDITURE (1976)	FY 1978 TITLE I ALLOCATION	TITLE I ALLOCATION LOCAL STATE EXP.
No. 1	44,395	1,339	3.02%
2	26,177	994	3.80%
3	141,052	2,408	1.71%
4	69,358	1,877	2.71%
5	54,551	1,941	3.56%
6E	42,838	991	2.31%
6W	26,155	1,012	3.86%
7E	47,344	508	1.07%
7W	87,638	1,977	2.25%
8	54,650	1,877	3.43%
9	77,447	1,898	2.45%
10	148,518	2,682	1.81%
11	794,631	8,971	1.12%
TOTAL	1,613,546	28,857	1.79%

TABLE III
DISTRIBUTION OF TITLE I A ALLOCATIONS

FY 1977

Amount of Allocation	No. Districts		No. Districts		No. Districts	
	f	F	cf	C%	cf	C%
1,000,000 +	2	0.5	2	0.5	439	100.0
500,000 - 599,000	1	0.2	3	0.7	437	99.5
400,000 - 499,999	0	0.0	3	0.7	436	99.3
300,000 - 399,999	1	0.2	4	0.9	436	99.3
250,000 - 299,999	1	0.2	5	1.1	435	99.1
200,000 - 249,999	3	0.7	8	1.8	434	98.9
175,000 - 199,999	5	1.1	13	3.0	431	98.2
150,000 - 174,999	7	1.6	20	4.6	426	97.0
125,000 - 149,999	9	2.1	29	6.6	419	95.4
100,000 - 124,999	17	3.9	46	10.5	410	93.4
90,000 - 99,999	9	2.1	55	12.3	393	89.5
80,000 - 89,999	9	2.1	64	14.6	384	87.5
70,000 - 79,999	18	4.1	82	18.7	375	85.4
60,000 - 69,999	24	5.5	106	24.1	357	81.3
50,000 - 59,999	33	7.5	139	31.7	333	75.8
40,000 - 49,999	50	11.4	189	43.0	300	68.3
30,000 - 39,999	53	12.1	242	55.1	250	56.9
20,000 - 29,999	84	19.1	326	74.2	197	44.9
10,000 - 19,999	83	18.9	409	93.2	113	25.7
5,000 - 9,999	27	6.2	436	99.3	30	6.8
0 - 4,999	3	0.7	439	100.0	3	0.7

90% = 103,088
Q3 = \$38,711
Md = \$34,245
Q1 = \$19,547
10% = 11,674

**STATEMENT OF ETHELIND GARETZ, TITLE I DIRECTOR,
PRIOR LAKE PUBLIC SCHOOLS**

Ms. GARETZ. I feel like a very small fish in a big pond at this point. It gives me great pleasure to testify on behalf of continued and expanded coverage of title I services to students who come from economically disadvantaged target areas.

It seems to me that the Minnesota title I program is built on a solid educational base that takes into consideration the following educational research findings:

1. Children who come from homes in which there are many enriched language experiences do better in school.
2. It is the teacher who makes the difference in achievement.
3. The more time spent on instruction, the higher the achievement.
4. There is no one way to teach reading that will be effective for all students.
5. The Minnesota State Reading Assessment points to "answer grabbing" as a serious problem in reading comprehension.

And, I think, accordingly we in Minnesota have emphasized the following:

1. In poverty impacted areas, extra help is provided for students to help make up for the lack of opportunities for language enrichment. We work closely with the parents of our students so they know what their children are expected to do/know in school. They have the opportunity to tell us what they expect of us as educators.
2. We work with the teacher in selecting those students who need help and we provide in-service so the classroom teacher can expand his or her repertoire of teaching skills.
3. Virtually all title I moneys go toward providing direct service to students.
4. Instruction is based on supplementing, not supplanting the basic program of instruction.
5. Attention is paid to work habits and adjustment as well as to academic achievement in recommending students for extra help. Students are then helped to develop independent work habits.

The title I program is an extremely important part of our service to children. From my experience here in Prior Lake and previously in Omaha, Neb., I have seen the influence of economic deprivation on the general achievement level of students. I believe these Federal funds should be made available to help give these students an "even break" in finding their places in our society.

I have asked myself if these funds should be allocated strictly on the basis of achievement, without reference to economic need, and I have these thoughts:

1. Allocation by economic status recognizes that economic problems in a school district pull down the general achievement level.

Having worked both in suburban and poverty area schools, I think I have a feel for the influence of economic level on student achievement.

Let me relate the following two examples. In a suburban fifth grade class studying Mexico in social studies, one student described in detail how it felt to work in a dormant Mexican volcano crater. By contrast, in a poverty school, a first grader was asked the question,

"Where does wool come from?" She answered, "From a wolf." These are personal experiences.

2. Allocation on achievement level alone would reward school districts for low achievement. A high income district with a poor educational program would qualify for help.

3. With economic need allocation, all students in a target area who have low achievement are eligible for services, not just the low-income students.

4. The economic status measurements are all in place. No special machinery needs to be set up to obtain the necessary information. Achievement criteria would necessitate the setting up of a nationwide program of educational testing.

As I see the situation, it is level of funding, rather than criteria for selection of students, that is a problem. We can identify the students without too much difficulty. However, our district receives a little amount of \$17,500. According to our State guidelines which mandate minimum expenditure per child, we can only serve 45 primary students. With reallocation funds, we can now serve a few more. We believe the level of funding should be increased so we can serve students K-12 who need a boost to help them achieve closer to their ability.

I feel that the service the State title I office provides is extremely valuable. With additional funds for them, their level-headed, competent staff will be able to give us more of the high quality service they now provide.

Mr. QUIE. Thank you. First of all, I would like to thank you for excellent testimony to us. In the Minneapolis school, what grade levels get title I money?

Dr. ARVESON. The greatest title I funds go into our elementary schools, grades K through 6.

Mr. QUIE. You say the greatest, is there some available beyond that?

Dr. ARVESON. We have two schools where we have some available in seventh and eighth grades.

Mr. QUIE. How many schools are there in the Minneapolis system and how many are target schools?

Dr. ARVESON. We have a total of 89 regular K-to-12 schools. I hesitate on that because we have over 100 different facilities, you know, some of them are special programs, what would be called regular school. The total number of target schools, 35 out of 56 elementary, and they're not all K to 6, some are K to 3, 4 to 6, because of desegregation. I was giving you statistics about public. Some funds are channeled to nonpublic schools and then 2 junior highs, 2 out of 16.

Mr. QUIE. In your desegregation program, do you have a goal of racial balance?

Dr. ARVESON. Yes; this, as I indicated earlier, is one that's receiving increasing attention. The initial court order called for racial balance. The minority population of a school should not exceed 35 percent. That was subsequently modified in 1965 by the Federal district court so that it said that the combined majority population of a school, of any one, of any school, should not exceed 42 percent, and it should be limited to 35 percent of any one single minority. That's currently what the court order is.

What has happened, however, is that the minority population has increased from 13 percent, when the initial court order was given, to where it's between 24 and 25 percent now, and our indications are that it will, in a period of less than 10 years, go beyond the 40 percent level.

We're looking at durability over a period of time for a plan, and our goal is to be sure that we do not have racially identifiable schools.

One of the things that is being considered by our board of education right now as we propose desegregation plans to the court and we have a schedule date to go back to the court in March where we will lay before Judge Earl Larson our desegregation plan, and we are now considering asking for, again, a relaxation of the percentages because of this changing demographic situation. We're getting to the point where almost every school in the district is going to be involved in a busing situation to achieve desegregation, and we think that desegregating at something below the 50 percent level, where we would never have a school exceed the 50 percent level of minority students, should be a recognizable goal with that changing increase in the minority population.

Mr. QUIE. Did you suggest that you may get the 40 percent minority eventually?

Dr. ARVESON. Yes; Our projections now show that that's going to be the level of minority population within less than 10 years.

Mr. QUIE. That's going to be difficult to keep all schools below 50 percent total minority.

Mr. ARVESON. Extremely. The higher the total of minority population grows percentagewise, the more difficult it becomes to achieve any given level of percentage in given schools.

Mr. QUIE. You mentioned the category C students in impact aid. Is there any effort through the metropolitan council to look at low-income housing so you'd have a distribution as you suggested with the suburbs or even a distribution within the city so that you don't have to bus students.

Dr. ARVESON. Congressman Quie, I know that this has been suggested. I don't know how carefully the metropolitan council has considered that. There have been some stories about that in the press, in the media, and so far, I don't think it has been picked up to the point where you could call it an action program or even a direction.

Just along this line, one of the things that our board of education did regarding desegregation was to enjoin HUD and HRA, the two housing authorities, to join us in this because we felt that the whole burden of desegregating our schools is being placed on the schools without the assistance of the community, and, of course, housing patterns of a district are the factors that contribute to the segregation of schools, and if we could desegregate housing, that, of course, would greatly facilitate the desegregation of our schools.

Mr. QUIE. To what extent do you have a problem with follow the child with your title I money—

Dr. ARVESON. Congressman Quie, that's an excellent question. We're going to have more difficulty. Our staff now has just made some projections on the basis of the preliminary planning for extending desegregation. It will mean that, I think, Dr. Moon, that all, except three or four elementary schools, would become target schools.

Dr. MOON. All the new schools named in the plan the other evening would become target schools, the economic desegregation goes with the racial.

Mr. QUIE. So you're moving to economic as well as racial desegregation?

Dr. MOON. It goes together.

Dr. ARVESON. It goes together, very decidedly. But your question was on the extension. We would hope then to extend, it may provide some delusive, the funding of programs, but we would extend it to more schools.

Mr. QUIE. Would you seek some flexibility to be able to use information other than free lunch in determining where the money goes? Can you distribute the money now based on the number of academically underachievers, rather than the number of the poor, once you select the target schools? Which method are you using?

Dr. ARVESON. We use a combination of methods. Dr. Valletta certainly described the system in Minnesota. We use free and reduced price lunches, the concentration of students on that basis. Our A.F.D.C. student counts, and we also use our needs assessment data so we can extend that.

We would certainly appreciate flexibility in getting to the students that have the greatest need, both academically and economically deprived students.

Mr. QUIE. Let me ask you, in your testimony, was it the selection of target schools you used the free lunch count or was it also in the distribution of money between the schools?

Ms. VALLETTA. Representative Quie, I'm not familiar enough to be able to answer that. May I turn to Mr. Cain?

Mr. CAIN. It's just the target schools. The money is distributed to the local schools based upon economical disadvantage, in accordance with Federal law. So our determination for target schools is the only thing that we use school lunch for.

Mr. QUIE. Now you've got me perplexed. You mean you've got 35 target elementary schools out there. Now they've got a different number of educationally disadvantaged children and a different number of poor children. We'll get Jack Hanson up here, he could tell us.

Mr. HANSON. The money is distributed in the city of Minneapolis, the same formula that brings the money to Minnesota. Minneapolis runs the target area assessment to determine which school districts have the largest concentration of children—

Mr. QUIE. Schools.

Mr. HANSON. So it goes to districts on the same basis that it comes to Minnesota, and it gets to school buildings in Minneapolis and in other districts on the basis of free and reduced price lunch or, as Dr. Arveson mentioned, to allow the latitude of the AFDC or any other indicator, but almost every school does the free and reduced price lunch because it's the best data that we have that's universal throughout the State.

Mr. QUIE. That's how you selected the target school, and is also the way you distribute the amount of money—

Mr. HANSON. Then the amount of money that will go to a target school, as Dr. Arveson indicated, will be, a school building in a district, will be determined partially on a needs assessment and partially on the economic data.

Mr. QUIE. And the economic data there is a combination economic data or—

Dr. ARVESON. Yes. It's important, I think you're asking two questions, and I think it's important to distinguish, one is the selection of the target schools, which is chiefly on economic data, AFDC, but then the distribution of the amount of funding to those target schools is a combination factor of educational needs assessment and our free and reduced price lunch count and the AFDC.

Mr. QUIE. Larry, you want to say something here?

Dr. MOON. The dollars going to the individual school, we've had to go to just the AFDC now and needs assessment because we don't have the free and reduced price lunch figures for all of the nonpublic schools to make an equitable distribution.

Mr. QUIE. Now, how do you weight the two, achievement versus—

Dr. MOON. Fifty-fifty.

Mr. QUIE. On the AFDC, how accurate is that in determining who needs it?

Dr. MOON. That's the most accurate because every year we get a count of all the children in the district, both in the public and the nonpublic schools, by residence.

Mr. QUIE. The most accurate of up-to-date figures, but what about accurate for underachievement? Have you been able to compare that against achievement to see—

Dr. MOON. Jack may have looked at that more recently than I have.

Mr. QUIE. The question I have is, if a person is on AFDC 1 year, does that mean that her child became educationally disadvantaged that year? If the next year they're off, are they not educationally disadvantaged? If that was the truth, then we just ought to hand everybody money.

Dr. MOON. When we get to an individual child, we don't worry about that. We do the needs assessment and that's how that child's services are delivered only, without relation to the—

Mr. QUIE. I know, when you get to the school, but I mean the amount of money that goes to the school.

Dr. MOON. It stays pretty constant, and I think there's a very, very high correlation.

Mr. QUIE. Have you got any information that shows that correlation?

Dr. MOON. I can't get the figures. That's all I can say for now.

Dr. ARVESON. I think we generate that kind of information though. As you know, in Minneapolis, we do citywide testing and we publish school-by-school profiles of performance, as we call it. So we have some very accurate test data.

One of the things that I alluded to in my initial testimony is the fact that I think, very strongly, that the impact of title I services, educational services, compensatory education, has contributed to the continual increase of our testing scores in a time when we're talking about testing scores declining and, particularly, in major cities, and that prevails into even the high school as we compare the college entrance examination scores of Minneapolis students against other cities. We rank up, if not the top, within the top one or two, three schools in the Nation in that. And our testing scores now show, at

the elementary school level, that we're coming up to where our averages are about on grade level, which, in an inner-city school, is almost unheard of.

Mr. QUIE. What's the comparison—Jack, you want to say something?

Mr. HANSON. Yes. In regard to the AFDC, the needs assessment, the free and reduced price lunch, Minneapolis had found essentially the same target schools, the same schools would be target schools, whether you use economic criteria such as AFDC or use free and reduced price lunch, or if we used our needs assessment to sample districts around the State, and there is almost a one-to-one correspondence between the economic criteria and the needs assessment criteria.

Mr. QUIE. I find it interesting, your word "almost," though, because I referred earlier to where the superintendent of schools in Detroit said the same thing to us. Then they furnished the information per school. That's where I cited those two schools, both of them about 32 percent poverty, one of them 50 percent underachievement and the other 90 percent underachievement. He said "almost" too. That's why I'd like to look at those figures.

Mr. HANSON. I'll retract the almost, but it's almost enough so I can say in every instance that we have found.

Mr. QUIE. Have you looked just at the question of poverty? Let's assume that you did have a 1-on-1 correlation, that all poor kids are educationally disadvantaged and all educationally disadvantaged are poor. I know you're all shaking your heads, but just with that assumption or any other way you want to assume that the poor kids are the ones you want to shoot at, how many poor kids are left out by using just the AFDC? How many poor kids are left out by using just free lunches?

Mr. HANSON. I don't understand the nature of the question. You're sounding as if you're saying we're putting a title on kids—

Mr. QUIE. No. There are some students that need compensatory education out there, and we're trying to find out who they are so we can get the money to the schools so they can address the needs. There's no use giving more money to one school because it's a target school when it doesn't have as many children who need the compensatory education. Trying to figure that one out, have you looked at all in your system, taking the assumption that the most accurate way of doing it is going to poverty figures, how many poor children are left out by using free lunches? You know, everybody's who's poor won't sign up for free lunches. Then how accurate are we if we use AFDC, because everybody who's poor isn't on AFDC by a long way? This is where I've got my problem. Have you looked at that at all in any study, either in the State or in the city of Minneapolis?

Dr. ARVESON. I think we could come up with some information on that. I'm not sure how precise our information on family income levels is within the city, but I think we have some pretty generalized information. It may not lack the precision to identify how many poor youngsters there are in any one school that's not being served.

Mr. QUIE. Sometimes there's a grant from some university or something, Larry Harris—

Mr. HARRIS. Excuse me. There's one factor that you have to look at, and that's mobility. You were looking at some of our high AFDC

schools versus our low AFDC schools. The student turnover per year last year in Minneapolis in elementary schools was 32 percent. In the high AFDC schools there was a 52-percent turnover, and one school was 83 percent. In the low AFDC schools, the turnover was 12 percent.

The reason I point that out is, these schools which were 60 percent AFDC schools, 68 percent free lunch in the high AFDC schools versus 6 percent AFDC schools, 7 percent free lunch, but one of the schools had an 83-percent turnover; that is, seven out of eight kids moved in and out of that school during the school year. So it's important to recognize that you add some pressures on kids and teachers in that kind of a building. We can get data and say on today's date, October 15, we can tell you what the percentage of minority kids is; of poor kids; kids on free lunch and AFDC; but if you come back 2 weeks later, you've got at least five or six kids in and out, and I think it's important to recognize that when you talk about data in an urban school system, that mobility cuts into, we could tell you we know where we were on a given date, and the standing crack by one of the teachers was that you never write a full assignment on the board, because if you turn your back more than 15 minutes, you've lost two kids. That's a factor that you've got to keep under consideration when you're looking at that. We're trying to give you accurate data.

MR. QUIE. That's an excellent point, Larry. The special problems that you must have in that school with the 80 percent—

MR. HANSON. And we put all kinds of extra staff in that school, extra clerical people who do nothing but check kids in and out, and unfortunately oftentimes a youngster is there a week and a half before the record comes, if they come in from out of State.

DR. ARVISON. I talked to the principal of that school, just happened to be there on a Monday morning, and he said, "We've got 56 new students this morning." Middle of school year.

MR. QUIE. Ray, if you have any information of a study that was made, because many times we've come into a school and they've got a grant through a university for a study and all of a sudden we get some information that otherwise we didn't know was there. That's what I was really looking for.

You mentioned on the formula on economic criteria, you ought to use the most current information available. Do you know anything that would be easy to use here?

DR. ARVISON. What I was referring to on that is right now, on the formula, we start out with the formula recognizing up to \$3,600 on a family of four economic level, and then we, there's a gap on the count to where you take that one that's being adjusted, I think it's, like, at \$5,280 now, and so we're thinking of the full use of all the current, the most current information on economic level and in the AFDC count.

MR. QUIE. Another recommendation you have, Ray, is that we authorize a new demonstration program under ESEA title I to enable local school districts to test new practices and ideas just for compensatory education.

Let me start with Von and then ask the others whether would you like to have a pile of money available to the U.S. Commissioner of

Education to distribute wherever he wanted? Would you want to bring it on a formula grant out to the State so that the State department of education could distribute it? I don't assume it would be enough money to have a formula grant all the way to local school district, but on the question of where, should we have a formula grant to the State so you could distribute it out of the State department or should we leave it in the hands of the U.S. Commissioner?

Mr. VALLETTA. Mr. Chairman, Mr. Quie, it has been our experience that when very limited resources are left with the U.S. Commissioner to be competed for on a national basis, that the actual cost of competing for those funds sometimes exceed the revenue we subsequently acquire. So the Minnesota Department of Education would encourage, in considering any such notion, to get an entitlement at least to the State level if resources are not sufficient to take it all the way to the local level and then provide those funds on an equitable basis within the State.

The cost of competing to very limited Federal discretionary resources is growing. We have recently had to make some conscious decisions that we could not make the investment to compete because the probability of payoff was really not justified, given the effort and the cost to compete.

Mr. QUIE. Ray.

Dr. ARVESON. Duane and I were just conferring. We're certainly in agreement that we would like to have it done on the State level and entitlement to the State.

I've indicated in my testimony that we've just had a highly satisfactory working relationship with the State department, and part of that is, not only the ability of the personnel, but their commitment to seeing that good things happen in our schools. We would find that a very justifiable and satisfactory method of working, working through the State on demonstration projects.

Mr. QUIE. Ms. Garetz.

Ms. GARETZ. I think my district would go along with that.

Mr. QUIE. The day before yesterday, two people who are readers for Federal projects for Minnesota schools mentioned that some large school districts submit big voluminous proposals with all the details and other smaller districts submit a few handwritten sheets. They have no way of knowing the help that might be given to that small school which had submitted a handwritten proposal. If we get that small district to work with the State, then there would be people who could go out there and work with that local school to develop a better project for the reader, so that they could compete more effectively.

Chairman PERKINS. I think you have looked way down the road 25 years in the future, especially the way the program is being funded.

I certainly want to compliment the entire panel for such outstanding testimony and for your knowledge of the whole situation. I want to ask Dr. Arveson, whom I've known for many years, and you other gentlemen, whether there has ever been a problem with locating the target schools in Minneapolis or any other part of this State with the limited funding that you have. You've never had any problem along that line, have you?

Dr. ARVESON. No. I think our staff working with the State department has been very successful in locating our target schools, the schools with the greatest need.

Chairman PERKINS. But from the standpoint of the State economic deprivation figures, do you feel that you are being deprived of any funds that you're entitled because of using old census data?

Dr. ARVESON. I'm not aware that we are.

Would you concur, Mr. Harris, Mr. Baker?

I really don't think that we are. I think—

Chairman PERKINS. I think from that standpoint it would be very uniform throughout the country.

Dr. ARVESON. I think so.

Chairman PERKINS. I would like to ask you one question since you mentioned you've got a desegregation order and you've got HUD involved. Could you explain in more detail how the housing agencies are cooperating with the school district here in Minneapolis, to achieve integration in the schools? I would just like you to explain that a little more fully.

Dr. ARVESON. I mentioned that our attorneys took to the court and received permission to enjoin these two agencies, HRA and HUD, and currently that's pending litigation, and to say that there is any kind of a delivered program of cooperation or action now, other than on an informal basis, would be inappropriate at this particular point. That litigation has not been resolved.

Chairman PERKINS. Do you know whether HUD has taken a part in going further than your present proposal, even though it's in litigation at the present time, and in any other school districts that have desegregation orders in the country?

Dr. ARVESON. I'm not aware that they have taken an active part in assisting the schools in desegregation.

Chairman PERKINS. This has been a most outstanding panel, and I want to compliment you all.

Mr. QUIE. Before you get away, I have a couple other questions.

Both Ms. Valletta and Dr. Lund talked about dissemination, and I like the details, especially you went to. You mentioned one elementary school had 4,000 visitors a year for several years. Now, what I have been concerned about is, as national dissemination goes on, to what extent will the individuals who are running the program be so involved with showing off their program, that you'd be spending all your money on that and can't put your attention to the schools. Now, 4,000 visitors is an awful lot of people parading through a school.

Dr. LUND. And today that's not true. I'll tell you why. It's because we now have this diffusion network which funds individuals to go out and do it full time. They don't have to come, you know, in these droves and look and see, this sort thing. We have visiting teams that do come on a very scheduled basis, but because we do have a diffusion network and it's organized, there's much less disruption.

Now, believe it or not, when you do have that many visitors, the disruption isn't as bad as you might think. Kids get used to it much more than teachers do, by the way, and administrators, and I don't think it hurt us that much, but it did take a lot of time.

But we'll go back to that sort of thing, you know, if we do not continue to fund this dissemination network.

Mr. QUIE. Well, the national diffusion network started out with a few projects, and I followed them until they went to 100 of them. I then said, "When you go beyond that, can anybody hold that together?" Would it be better to start dropping some off and try to hold a smaller number that are really nationally important projects?

Dr. LUND. Yes, sure. I suppose so, but I don't know if 100 is enough, for example. You want to have enough variety there to take care of the variety of needs and interests you have across the whole family of education.

Mr. QUIE. Do you have any thoughts? Is there some figure out there?

Dr. LUND. I want to give that thought. I really would not say at this time.

Mr. QUIE. Von, have you ever thought of that?

Ms. VALLETTA. Yes, Mr. Chairman, Mr. Quie, I have thought of it, and I think that we must arrive at some reasonable way to drop once-validated practices out, and I think the indicators of when to drop them out should be responsive to the interest being expressed currently, because needs change, and a validated practice at one point in time generates high interest, those people who are interested get a look at it, the interest level drops, then I think we need to systematically purge it from the system, so that we can keep the number of things that we are sharing at a given point in time to a reasonable, manageable number. But I think they should change over a time.

Mr. QUIE. Do you have any kind of a State diffusion network?

Ms. VALLETTA. Yes, Mr. Quie, we do have a State diffusion network that is very effective.

It is a study of the staying power of recently improved products and practices that have been developed both with State dollars and Federal discretionary dollars, and we have gone back and looked at the scene 3 years after the fact to see if the practices are still engaged in.

The answer to that is "Yes," there is staying power, that these practices are being translated into use.

Our concern, really, is not the mechanisms to do it. We believe that the mechanisms are adequate. We just don't have adequate resources to assure the maintenance of that kind of effort.

Ms. GARTEZ. On an informal level, I know that the State title I office does encourage visitation to projects that they consider to be worthy of emulation.

I know that I have been to see other State projects that have been suggested to me. We have had many visitors ourselves, and I know we have had some influence on the communities around us.

Mr. QUIE. The last question I have relates to table 2. As I understand it, you have in each of the development regions the percentage of title I allocations to the total local, State expenditures of money.

There is a pretty substantial variation in that. Is that a pretty good indication of the variation of the poverty level in each of those regions?

Ms. VALLETTA. Mr. Quie, it is probably a function of a greater number of variables than the one that you just mentioned. Some of it is sparsity and density of population. Some of it is the economic base. Some of it is the poverty level.

I don't claim to know all of the variables that would lead to that variation. Mr. Hanson may know more than I do about it.

Mr. HANSON. I think that is an adequate response.

Mr. QUIE. I recognize that region 11 has a great number of sub-urban areas in it.

Have you broken that down to Minneapolis-St. Paul and the rest involved, what percentage title I is to their total?

Ms. VALLETTA. I don't have the data with me. It may have been done.

Mr. QUIE. If you have it, could you supply it to us for the record?

Ms. VALLETTA. Yes; we will supply that to you if it is available, Mr. Quie.

Mr. QUIE. Thank you very much.

Dr. ARVESON. Congressman Quie, I just need to mention, I note that in our testimony we said that we were appending a summary of grants to the district. It is not appended. We will supply that to you together with our information that you have requested.

Again, may I thank you for appearing, and add, I was so pleased that Duane mentioned Jack Jennings and Chris Cross and their contributions. It has been a quite personal experience having worked with Chris over a period of many years. I know the kind of support they give the Congressmen.

Chairman PERKINS. Let me say in conclusion, that even though I will be leaving Minneapolis shortly, I will be looking forward in the future to you people joining me in Washington.

It has been an outstanding day and it has been an outstanding hearing. I want to again congratulate Congressman Quie for bringing all of you fine people here to give us this wonderful testimony.

Dr. ARVESON. Thank you very much.

Mr. QUIE. Thank you.

Mr. QUIE. Let me now call on Senator Jerry Hughes who has testified before our committee before with excellent testimony.

Jerry, it is good to have you on board again. I appreciate having your suggestion for some legislative changes. I hope you will pursue that in your testimony as well.

STATEMENT OF JEROME HUGHES, STATE SENATOR, STATE OF MINNESOTA

Mr. HUGHES. Congressman Quie, Congressman Perkins, I am very, very pleased that you have come to Minnesota, and take the time that you always do to thoughtfully consider the ideas that people have and the sincerity with which you approach these issues.

I am very, very pleased, Congressman Quie, that I was able to be in touch with your office. I was going to be going out there and realized that you were here.

I called this morning, and the kind of communication that we have always had is just very admirable.

I do not have, Mr. Chairman, any prepared testimony because I didn't know I was going to be here. I appreciate the time to discuss with you what I think is a very, very significant happening in Minnesota.

Mr. QUIE. Would you yield there?

Mr. HUGHES. Yes.

Mr. QUIE. Since I have a copy of your proposed amendment between sections 123 and 124 of Public Law 93-380, I will let you put this in as part of the record.

Mr. HUGHES. Yes, that would be great.

I would enter the suggestions that I have which could be testimony, Congressman Quie, that would be prepared, this proposed amendment.

This proposed amendment to title I I think would begin something very significant in the whole country with regard to what we call in this State early childhood and family education.

The early childhood and family education program that has now been funded for 4 years by the State legislature has provided encouragement to parents even before the child is born clear up to when the child enters the formal years of school.

The idea really kind of originated with me, Mr. Chairman and Congressman Quie, when Dr. Bell came out with the Education Commission of States. You know of his interest in this particular area.

I had been interested in this whole concept for well over 20 years and we put together some legislation that has its focus really in the elementary attendance area, in the neighborhood.

We call it early childhood and family education because we are talking about the very young child and growing up in context of family.

I would also like to submit a paper that I did that was later published when I was at the childhood and government project at the University of California at Berkeley in 1975.

I really went out there to sort of test the idea that I had here, developing in Minnesota, and was reinforced by what we were doing by people who were there in that kind of a think-tank situation.

The research of our program in Minnesota is very positive. I was glad to hear Dr. Lund make mention of it. Dr. Arveson is very supportive. The department is supportive. In fact, Mr. Chairman, at this time in this State everyone, I can say, in the major area of education is supportive of the early childhood and family education program.

All of the education groups, the Medical Association—and I will list some of those groups right now—the Minnesota Education Association, Minnesota Federation of Teachers, Minnesota Association of School Administrators, Parent Teacher Student Association, Minnesota Association of Secondary School Principals, Minnesota Elementary School Principals Association, Commissioner Howard Sasmey, and then we go into the Minnesota AFL-CIO are supportive, the Minnesota Association of Children with Learning Disabilities, the Alfred Adler Institute, the Pastoral Council Liaison, Minnesota Catholic Conference, family education director, United Methodist Church. We have the School Nurses Organization of Minnesota, the Minnesota State Medical Association, and the Greater St. Paul Council for Coordinated Child Care, Minnesota Children's Lobby, and of course, our former Governor, the Honorable Elmer Andersen, who has been working very closely with some of these.

We have the Chief Justice of the Minnesota Supreme Court of this State, the St. Paul Urban Parish. We have had the support of the Mayo Clinic in Rochester.

At this time, I think it is fair to say, Mr. Chairman, that there is really no opposition to what we are doing in Minnesota.

I have proposed here that we use 5 percent of the title I moneys to be used, to be made available to local education agencies to operate early childhood and family education programs.

Early childhood and family education programs are programs for children before kindergarten and below age 6, which may include the following: Identification of potential barriers of learning, education of parents on child development, libraries of educational materials, family services, education for parenthood programs in the secondary schools, and in-center activity home-based programs and referral services.

Now, that Congressman Quie has entered into the record the rest of that suggested amendment, I will not go into detail on the remaining part of it.

Mr. Chairman, members of this committee and staff, many people have the notion that learning starts somewhere around the kindergarten level. That is where schooling starts but, certainly, that is not where learning starts.

Almost all of the data that we have recognizes that the family really is the first academy, the first delivery system of learning and that home is the first academy for learning.

We are talking about learning and development, we are talking about the total learning and development of a person.

We had the honor of having some people from the congressional staff and from the Bureau of the Handicapped and others in Minnesota last week in reference to the implementation of the Handicapped Act. Some of us were with the staff person for Senator Javits at the Jefferson School in Minneapolis.

We were talking about special education and implementation and one special education teacher said she had to spend so much time on a one-to-one basis with one child. I kind of asked her about this and why this was necessary, and indicated that it must be very costly to do this.

I asked her what was wrong with the child and she used the words "social deprivation", that that child was really socially deprived.

It seems to me that if we focus some of our attention on the child in the very early years in the immediate neighborhood where that child lives, because we have a chance, then, to individualize with that child in the context of his or her family almost the same length of time, from zero to 5, that the child would spend in the years from kindergarten up to sixth grade.

If I can leave you with one idea this morning it would be this; and I pose this to a number of people. I think everyone would agree that by the time the child finishes the sixth grade in school a child has pretty basic development in attitude formation and yet, by the time the child finishes the sixth grade, the child has spent only 7 percent of his or her time in school. Ninety-three percent of the time of that child has not been in the school but has been in the home or the immediate neighborhood.

Clearly, the home really is the first academy for learning. The family clearly has the most influence in the development of the child.

If we focus some of our attention, getting the parents interested and recognizing their influence in the development of the child, we will save taxpayers money.

I like to think of it as preventive education and that the research that is being now compiled by someone I understand at Cornell indicated that those programs where there have been early intervention, it clearly shows that we spend less money at a later time.

We know that behavior is quite a thing with regard to the learning environment in any one of our schools.

In our State, with our early childhood and family education programs—and I will send, Mr. Chairman, to each of your staff the research relative to this so they can look at it and review it for you—it shows a diversity for programs that relate to early and periodic screening, adult library materials as well as some toy library materials that might be checked out in that elementary attendance area.

Also there are family group, small group, meetings discussing the growing, developing child and the role that the father and mother have.

School activities at some hours of the week when both the children and the parents come together and large meetings where experts come in and address the whole issue, as well as a discussion of the role of what it means to be a career person in the whole area of the parent. The fact that in the future people in the junior and senior high school levels become involved even with some of these programs as students learning about child growth and career of the family, and recognizing in the future, yes, they may be an accountant or they might be a Congressman or they might be a State Senator or they might be a carpenter, but they really will be a member of the family and they always will be a member of the family, and that that career of being a member of a family, which is also being a member of the family of man, if you will, has caused a great deal of understanding and excitement in terms of putting the responsibility with the parent instead of shifting it over to that place that is called the school.

The effect has been very positive. We do not eliminate anyone in an elementary attendance area. Everybody is available to become a part of this program.

The strength of this I think is that we begin, then, to impact that elementary attendance area because we may have a single-parent family, we may have a family in particular need, but you also involve the family that has some strength, and they share their ideas in a very close and personal way with the other members of their particular community.

The reason that I suggest this amendment as only 5 percent and leave it that way is so we would develop a program in this country that would develop very small and be done very carefully and done in the right way rather than to have some large programs.

I had followed the Model City Act very carefully, read it and was really quite impressed when I read it. I had something to do with the implementation of it.

I found out after a while when I talked to Congressman Carth and Congressman Quie both that it had some problems. It was a mammoth kind of act.

I had some reservations about the proposal that Senator Mondale had at the time when he was in the Senate and I talked to him in Minneapolis about my reservations in this regard. I said, "Really, we ought to begin on a little bit smaller scale so we can evaluate this sort of program."

I believe, Mr. Chairman, Congressman Quie, Congressman Perkins, that if we were to go in this direction, we would do something that is terribly significant in America.

We have evidence here—I close by saying that I wrote something for the Educational Commission of States and someone came out from the GAO Office out of Denver who was doing some report, obviously, for the Congress relative to child development and family programs.

I had a long visit with him that day and that is when the notion struck me about title I. It seems to me that is something we have going so well. I even put it this way, it is a horse that is trotting and all we have to do is trot it in another direction, and involve those children, the parents of those children, much earlier.

Then we can write into it, to be sure that we have an effort of cooperation with the Head Start and the Home Start and the other kinds of programs, but that we get it right down at the level at which it is meaningful, at the neighborhood level.

One aspect of this is to have an advisory committee and the majority of those would be parents whose children are involved in the program.

The philosophy that I enclose with this is not to shift the responsibility somewhere else but to say to parents, "You really are the most important teacher and we are going to do what we can to support you early on in the development of your child."

I think, Mr. Chairman, members of the committee, I hope, you would give very serious consideration to this idea. I thank you very, very much for the opportunity to be here this morning and speak with you.

I am very vitally interested in the education as the chairman of the Senate Education Committee in this State and my association with the Association of Education Commission of the States and this year as I work with the Institute for Educational Leadership in Washington, because we have a fellowship program here in this State.

I am very honored to be here and thank you for the opportunity to discuss this with you.

Mr. QUIE. Thank you very much, Senator Hughes.

The testimony that you have given on the importance of the home and family and its impact on quality education, especially at the preschool level, is more and more developed by sound research as well.

You have pointed to Cornell University. I assume you are talking about Dr. Urie Brofenbenner and the work that he has done, because he has worked in this area himself.

I believe that you are on the track where there could be some substantial improvements through the home programs. We used to talk about Home Start programs and have done some work in that ourselves.

In my letter to you, I mentioned I had some concern about the reservation that had been expressed in our committee heretofore about shifting title I money, which is an entitlement to school districts, some way to the State to have some jurisdiction over it.

We have school board associations, teachers groups, and others worrying about holding it back in the State, and I mentioned that title IV, or IV-B and IV-C, which are the two parts of it, as a way that we could set some money aside for this purpose instead, remembering the reservation my colleagues had of setting a portion of title I aside.

You describe it well when you say it is a horse that is trotting. It is easier to hook up with one that is trotting than one that hasn't come out of the barn yet.

MR. HUGHES. I believe, Congressman Quie, that your committee would know best where something like this would go.

I would like to mention that I very seldom use the word "preschool," because I want this to be thought of as really a family center effort because of what I said about how little time the child spends at the school.

We are not really preparing the children for school. "Preschool" sort of connotes the idea, like pregame warmup or something, we are getting ready for something.

The reason we say "early childhood" and "family" is because learning is occurring at that early year and the development is significant, so that we don't want people to think we are just getting someone better prepared for kindergarten or first grade but that learning and development is really occurring. We can individualize with that child in that family for a period of maybe a number of years where it is sort of like a pediatrician or a doctor might, in a kind of consulting basis, almost work with families with children.

These could be children, too, with special kinds of handicaps or potential handicaps.

The preschool notion is a term that I have some difficulty with simply because that identifies the population. I think our early childhood program is unlike the one in California which aims at the primary grades, for instance. We are not talking about that. We will call that our State primary education.

However you would see fit to see this accomplished, I defer certainly to you to do that.

MR. QUIE. Thank you very much.

Chairman PERKINS. Thank you; good testimony, thank you very much.

[The documents referred to in the oral testimony of Mr. Hughes follow:]

PROPOSED AMENDMENT BETWEEN SECTIONS 123 AND 124 OF PUBLIC LAW 93-380

SEC. — A State education agency may use up to five per centum of the total amount available to local education agencies in the State for pilot grants to local education agencies to operate early childhood and family education programs. Early childhood and family education programs are programs for children before kindergarten and below age six which may include the following: identification of potential barriers to learning, education of parents on child development, libraries of educational materials, family services, education for parenthood programs in secondary schools, in-center activity, home-based programs, and referral services.

(a) The State education agency shall prescribe the form and manner of application, and shall determine the participating pilot programs. (1) Grants for such pilot programs shall be awarded only to local education agencies otherwise receiving funds under this act. (2) The State education agency shall distribute such grants as equally as possible among urban, suburban, and rural local education agencies.

(b) Each local education agency receiving a grant for a pilot program shall establish and maintain an account separate from all other district accounts for the receipt and disbursement of all funds related to its early childhood and family education program.

(c) A local education agency may charge reasonable fees for early childhood and family education services; however, such fee shall be waived if any child, his parent, or guardian is unable to pay it.

(d) The local education agency shall designate a specific portion of the area it serves to determine the eligibility of parents and their children to receive services from the program in its application to the state education agency. Within that designated area, all participation by parents and children in its early childhood and family education program shall be voluntary, and shall not preclude participation in any other federal, state, or local program. Each early childhood and family education program shall provide services to children and their parents in the designated area without regard to race, religion, ethnic background, and family income, and no program services shall be used in whole or in part for religious worship or instruction.

(e) The local education agency shall appoint an advisory committee with a majority of parents participating in the early childhood and family education program. The advisory committee shall report at least annually to local education agency advisory councils established pursuant to Section 141(a), paragraph 14 of this act.

(f) The State education agency shall annually review the local early childhood and family education programs, and may conduct research to (1) compare their relative cost-effectiveness with other local and State education programs, including elementary and secondary school services supported by this act and special education services, and (2) identify whether benefits accruing to children in elementary and secondary grades are increased by the provision of early childhood and family education services.

[From the National Elementary Principal, July/August 1976]

THE HOME AS AN ACADEMY FOR LEARNING

(By Jerome M. Hughes)

America spends more money to support educational institutions and has a stronger commitment to education than any other country. Not only do our state laws offer free public education, but they require all able young people to attend school. In addition, numerous opportunities for study are available in a multitude of diverse postsecondary institutions of learning.

The percentage of the population completing a formal education is increasing annually. Between 1960 and 1974, the proportion of all adults twenty-five years of age or older with a high school education rose from 40 percent to 60 percent. The proportion of the population from twenty-five to twenty-nine years of age who graduated from high school has risen from 60 percent to more than 80 percent in the past fourteen years.

Our society generally believes that education is a necessary qualification for participation in the labor force. Most jobs in a technologically advanced society require at least a high school education. In October 1972, the unemployment rate for high school graduates was 10 percent, while the rate for high school dropouts during the same period was 19 percent.

While unemployment statistics vary, it is evident that a high school diploma is considered important by many employers.¹

NOTE—Jerome M. Hughes is a state senator from the fiftieth district of Minnesota and is chairman of the Education Committee. This paper was prepared at the Childhood and Government Project, School of Law, University of California, Berkeley, California, where Senator Hughes was a Bush Fellow during the summer of 1975.

¹ National Center for Education Statistics, *The Condition of Education* (Washington: U.S. Office of Education, 1975), pp. 1-4.

Most of the educational emphasis in America has been on formal education. The high school, a distinctly American phenomenon that emerged sixty years ago, has served people preparing for continued study or preparing for entry into the labor force.

It is not my purpose to detract in any way from the formal education programs established in this country. Let us not deny, however, that in emphasizing the importance of education, we have indirectly conveyed the notion that schooling—learning or instruction—is education and that all education, therefore, takes place at school. In a sense, this notion has institutionalized education. Even within the spectrum of education, we have narrowed it into various special areas. For example, the preparation of teachers is narrowed by requiring certification in a special field and in a special age-group. All doctors and lawyers generalize before specializing in one particular area. Education, on the other hand, is a unique profession in which one does not generalize before specialization.

Because of the notion that schooling is synonymous with education, little attention has been given to the learning environment outside the school or to the early years before formal schooling begins. The assumption is that learning and instruction are products of the school alone. Consequently, some parents have neglected the opportunity to give children the chance for prereading or reading before entering a formal program of instruction, even though they have learned a great amount of spoken language—which is a basis for written language—before entering kindergarten or first grade.

I would like to emphasize three themes here: first, learning is a process that begins at birth, or before; second, early learning in the home is crucial; and third, parents are important teachers. These themes will be illustrated by using specific examples from existing research on early childhood and family influence and by examining the probable implications of some recent policy suggestions.

The word "educate" comes from the Latin verb "educare," which means to rear. The word originally placed an emphasis on the home and the role of the total family—particularly parents—in the education of the young. Education was seen more as a total process of knowledge and development and less as a field of study dealing mainly with methods of teaching and learning in schools. The major responsibility for educating young people was in the home.

Because of the tendency to specialize and professionalize in our society, many people think that they have no expertise in a subject unless they have a certain credential. This pattern has raised the level of competency in the working world, but, at the same time, many competent people believe that, without credentials, they are inadequate. Education, in the minds of many parents, becomes the domain of the teachers; therefore, only professionals dispense education. Moreover, people have broadened their educational expectations and have placed even greater responsibility on the schools and the professionals. In other words, many of the traditional responsibilities of the home have been shifted to the school or to some other agency.

The school commands only 10 percent of the child's total time, and when the average child reaches the sixth grade, only 7 percent of his or her time has been spent in school. What has been happening in the life of the child the other 93 percent of the time? When school begins in September, the teacher has probably not seen the child before, and after June, the teacher may not see the child again. The schools usually deal with children in large groups and aim at mastery by assigning pupils to a fairly standard curriculum, with limited time for significant individual attention by teachers or counselors. On the other hand, unless they are wards of the state, children spend a great deal of time holding a position in a family that will endure at least until the end of childhood.²

In recent years, the work of developmental specialists such as Bruno Bettelheim, Martin Deutsch, J. McVicker Hunt, Benjamin Bloom, Jerome Bruner, and Jean Piaget has won broad acclaim for the proposition that the early years—between birth and six years of age—are crucial to the child's development. A new national interest in the early years is evidenced by such programs as the federal government's Head Start and the Early Childhood Project of the Education Commission of the States.

Until a few years ago, little attention was paid to educating children younger than the elementary school entrance age. Some private and public support of

² J. E. Coons and S. D. Sugarman, *Choice* (Berkeley: Childhood and Government Project, School of Law, in press), pp. 25-34.

a limited nature existed for Montessori schools and preschools and for day care and nursery programs. Most of the research has been focused on children and child development, rarely on educational practice. When issues are education related, however, attention is generally focused on schooling at the nursery or kindergarten level in the industrial countries that have given special recognition to the young child—Sweden, Japan, Israel, England, the USSR, and the USA.³

In both Israel and England, education is highly centralized in that the respective ministries can and do establish basic guidelines for the organization and conduct of nationwide schooling. This is particularly true in the kibbutzim, religion oriented schools, and the commonly separate kindergartens that are close to the people in Israel. It is evident in England by the delegation of a great amount of authority to the headmaster or headmistress.

In both countries, a nongraded, multi-age group approach up to the age of seven is similar to the best nongraded primary units in the United States.⁴ When the more formal, graded program takes over, however, the schools are characteristically traditional. The preschool ages for children are three to five in the infant schools of England, and three to six in Israel. But in the kibbutzim in Israel (an estimated 230 exist today), education is an integral part of childrearing. Schooling, in the sense of parents entrusting their children to an institution, begins at birth and continues until the age of eighteen.⁵

Research indicates that early intervention with children is most effective when it involves the parents and the home. There is important evidence that in the earliest years, children are more influenced by family than by peers or anyone outside the family. Parents are primarily—and in most cases exclusively—responsible for early childhood development.⁶

In a comprehensive report on early intervention, Urie Bronfenbrenner found that the most long-lasting gains that children made were the result of in-home intervention programs, where the emphasis was on the child as an individual. The experimental groups in home based programs not only improved on their initial gains but maintained their gains rather well, even three or four years after intervention had been discontinued. The report suggests that the earlier and more intensely mother and child were stimulated to engage in communication around a common activity, the greater and more lasting the gain achieved by the child.⁷

A study conducted recently by the Virginia Polytechnic Institute and the University of Virginia revealed the importance of involving parents in providing the linguistic environment in which children learn to talk. Since not all parents provide their children with a rich linguistic and experiential background, children come to school with varying degrees of readiness for reading. Evidence from this study demonstrates that involving parents of poor readers can be economical, efficient, and effective. In addition, parental involvement, while inexpensive and effective, has the added advantage of training the parents in techniques of helping their children. And there is good reason to believe that the benefits of such training will increase as the parents continue to work with their children in these ways.⁸

The need for language development has a high order of consideration in most studies of the young child. Adult attention and environment are also emphasized. For example, in his "Children and Adolescents: Behavior and Development," Boyd McCandless says, "With adult attention, the language development of infants can be accelerated; for example, the more reading infants have been exposed to, the more advanced their language development is likely to be."⁹ And, according to Benjamin Bloom:

"Both the correlation data and the absolute scale of intelligence development make it clear that intelligence is a developing function and that the stability of

³ Institute for Development of Educational Activities, *Early Schooling in England and Israel* (New York: McGraw-Hill Book Co., 1973), pp. 1-9.

⁴ *Ibid.*, pp. 15-20.

⁵ Joseph S. Bentwich, *Education in Israel* (London: Routledge and Kegan Paul, 1965).

⁶ *Early Childhood Development: A Report of the Education Commission of the States Task Force on Early Childhood Education* (Denver: The Commission, June 1971), pp. 16-17.

⁷ Urie Bronfenbrenner, *A Report on Longitudinal Evaluations of Preschool Programs—Is Early Intervention Effective?* (Washington: Office of Child Development, 1974).

⁸ K. Hoskisson, T. Sherman, and I. Smith, "Assisted Reading and Parent Involvement," *Reading Teacher* 27 (April 1974): 710-14.

⁹ Boyd R. McCandless, *Children and Adolescents: Behavior and Development* (New York: Holt, Rinehart and Winston, 1961), p. 274.

measured intelligence increases with age. Both types of data suggest that in terms of intelligence measured at age 17, about 50 percent of the development takes place between conception and age 4, about 30 percent between ages 4 and 8, and about 20 percent between ages 8 and 17 * * *. There is little doubt that intelligence development is in part a function of the environment in which the individual lives * * *. The effects of the environments, especially of the extreme environments, appear to be greatest in the early (and more rapid) periods of intelligence development and least in the later (and less rapid) periods of development."¹⁰

Ernest Q. Campbell, dean of Vanderbilt's graduate school and codirector of the 1966 Coleman report, said in a recent interview: "It is important to remember that when we talk about school effects on learning, we are not talking about the strongest effects. The important things are those which happen outside the school." Campbell said that the problem in attempting to improve educational opportunity by integrating schools is that the major differences in scholastic achievement seem to be related to home environment rather than anything the schools do.¹¹

The Joint Commission on Mental Health of Children placed a high priority on family involvement in the child's development:

"All the world loves a baby. We as a society do not act that way. A newborn baby is a reaffirmation of the miracle of the creation of life. Most infants are near perfect at birth and possess enormous potentialities for bringing deep joy to themselves and others. They come into the world with a great natural capacity for growth, for loving, for learning, for exploring and working. In them lies the hope of the future—for their families, their communities, the nation, and the world. Our infants and children can and must contribute so much to these larger societies. They therefore are the responsibility not only of their families but of these same societies. We as parents and citizens must firmly dedicate ourselves to the members of our new generation and to fostering their maximum growth and development into healthy children and young adults. We must dedicate ourselves further to creating a society devoted to families so that, in turn, these families may provide the best possible primary care for their young."¹²

The biggest international education survey ever attempted was conducted by the International Association for the Evaluation of Educational Achievement. This survey, based in Stockholm and financed by a number of agencies, foundations, and governments, included 258,000 students, 50,000 teachers, and 9,700 schools. Nations taking part in the survey were Australia, Belgium, Chile, England, Finland, France, West Germany, Hungary, India, Iran, Ireland, Israel, Italy, Japan, the Netherlands, New Zealand, Poland, Romania, Scotland, Sweden, Thailand, and the United States.

After the evaluation of millions of items of information at a cost of \$5 million, the survey appears to confirm the claim first published by James Coleman in 1966, "that in the *total* pattern of achievement, home background is more important than anything the schools have so far been able to contribute." However, as the University of Stockholm's Torsten Husén stresses, "At the same time, schools do make a substantial difference."¹³

A sixteen-month project conducted by Harvard's Burton White, which involved screening more than 15,000 families and a detailed study of 33 young people, indicated that all children, regardless of family environment, seem to be quite similar during the first year of life. The parent-child relationship and activity during this period, however, seem to have a great influence on the development of the children involved. White believes that the mother becomes the "designer and consultant" who oversees the home world and creates the environment that can spark the child's curiosity during the one- to three-year-old stage. White also reports that as much as the child needs an enriching environment, the parents need the know-how and information necessary to

¹⁰ Ben'amin S. Bloom, *Stability and Change in Human Characteristics* (New York: John Wiley and Sons, 1964), p. 88.

¹¹ "Bussing, Misfired, V. U. Professor Takes Second Look." Interview with Ernest Q. Campbell, *Nashville Banner*, 31 January 1975.

¹² Crisis in Child Mental Health: *Challenge for the 1970's*, A Report of the Joint Commission on Mental Health of Children (New York: Harper and Row, 1969), p. 313.

¹³ James S. Coleman and others, *Equality of Educational Opportunity* (Washington: U.S. Office of Education, 1966).

provide that environment. That know-how and information can be provided through family education.¹⁴

Raymond S. Moore, in "Caring for Young Children," reports on a 1958 survey involving more than 300 Ugandan babies. The research, conducted by Marcelle Geber, indicates that children from relatively low socioeconomic status but highly family oriented tribal communities were, in general, superior to more well-to-do and less family oriented Ugandan and Western children in such areas as physiological maturation and coordination, adaptability, sociability, and language skills. Moore's findings also show that the home and parent influence far outweigh school and teacher influence during a child's early learning years.¹⁵

Minnesota's educational assessment programs uncovered further evidence of the importance of parents in early education, pointing out that reading performance, for example, can be strongly correlated with the parents' education level and occupation, availability of reading materials in the home, and parent-child discussions about education and school.¹⁶

The research I have reviewed here and the findings I have reported confirm the importance of the early years of a child's life. Accordingly, it seems apparent that our society—especially those sectors concerned with education and human development—must increasingly turn its attention to the early childhood years and to the parents and families who influence those years. The immediate environment and the total impact it has on the developing child is of particular importance. What can we do to maximize the opportunity for each child to live a full life? To what extent are we giving financial priority to young children and families?

Expenditures by educational agencies and institutions, public and private, have increased considerably in the years between 1971-72 and 1974-75—from \$84.7 billion to an estimated \$110.4 billion. (Part of the overall increases are a result of inflation.) When deflated on the basis of the consumer price index, the expenditures in constant (1971-72) dollars between 1971-72 and 1974-75 would increase from \$84.7 billion to \$89 billion. These expenditures were made during a period when enrollments at the secondary and higher education levels were expanding.¹⁷

Education is now being affected by declining enrollments, which are expected to continue in the future. This is occurring at the same time that discussion has focused on the importance of the home and environment on a child's development and subsequent achievement. Will recognition of the importance of getting parents more involved in their children's early education prompt some priority expenditure during the child's early years? If fiscal resources are allocated, how will the programs be designed?

Health specialists espouse the need for preventive medicine, recognizing how difficult and costly crisis health care can be. Similarly, early childhood and family education programs should be considered preventive education—as valuable as preventive health care. Proper primary education care ought to lessen, rather than increase, overall education expenditures. Less need for remedial education and remedial human services will mean a greater realization of human potential and dollar savings to taxpayers.

Early childhood and family education should emphasize the relationships of the child, the family, and others living nearby. Even though fiscal resources might be allocated through the education agency, that agency should be recognized as only the catalyst to encourage cooperative efforts between other agencies so that existing human and physical resources are used without duplication.

The elementary attendance area could be the community for programs focusing on the young child and the family. The attendance area is a basic unit that is close to parents and families; it is a unit in which people know one another and in which mutual interests and concerns encourage cooperation; it is large enough to provide a variety of services efficiently, yet small enough

¹⁴ Burton L. White and Jean C. Watts, *Experience and Environment—Major Influences on the Development of the Young Child*, vol. 1 (Englewood Cliffs, N.J.: Prentice-Hall, 1973).

¹⁵ Raymond S. Moore, "Caring for Young Children," *Childhood Education* 50 (October 1973): 14-20.

¹⁶ *Minnesota Educational Assessment Program: A Report to the State Board of Education* (St. Paul: Minnesota Department of Education, Statewide Education Assessment Office, December 1974), p. 7.

¹⁷ National Center for Educational Statistics, *Condition of Education*.

to provide a sense of community. The people who are involved are at the grass roots and meet one another on a face-to-face basis. Funding for a community early education project would most likely be available from a variety of sources, but cooperative efforts at this most basic and understandable level encourage coordination with a minimum of bureaucratic red tape.

This important aspect of the community education philosophy would encourage maximum use of our schools and other facilities for a variety of services for the people in the community. It would also encourage a sense of community in our elementary attendance areas so that children and families would have opportunities to develop every aspect of human life toward healthy growth to selfhood. Parents are encouraged to take an active role in their children's learning beginning at birth. All people who are interested in providing for the human needs of children and families in the attendance area are included in such a program. Everybody works together in a complementary or collaborative effort.

The early childhood and family education plan should include programs for children under six, which would provide the following services: identification of potential barriers to learning; education of parents about child development; libraries of educational materials; family services; secondary school programs in exploring childhood and education for parenthood; elementary attendance area center activities; home based programs; and referral and follow-up services.

To make it possible for parents to be involved in making policy, a local elementary attendance area advisory council should be established. Fathers and mothers of children participating in the program should make up the majority of the council. Other members on the council might include interested clergy, health personnel, senior citizens, and other service agencies or school personnel, as well as people with a special interest in, or familiarity with, the needs of the children and families in that particular community.

Objectives of any program should be to make parents aware of:

The many opportunities for a child to learn in an informal way through the regular daily activities of parents and child

The ways parents can use these opportunities through the course of a child's normal development

The benefits to a child from early attention by an expert in physical, emotional, or intellectual problems

The assistance available to deal with a child's problems, a family's problems, child care needs, and social service needs—particularly problems requiring knowledge about where to go or who to contact

The importance for the child's development of active, direct contact with the parents

The responsibility of the parents, the home, and the family in the growth and development of the child

The potential for a good working relationship between the home and the services and resources available in an elementary attendance area.

These objectives can be accomplished through working with parents and children in the home or in small groups in the neighborhood to develop understanding and knowledge about young children, their needs, and their potentials.

Moreover, involving parents in an early childhood and family education program encourages other parents to become involved as they see the value of programs for young children living in their neighborhood. In this way, a sense of community is developed, and people begin to experience the value of working together at the grass roots level.

A cooperative climate in the neighborhood helps children and families to learn; strengthens the family, neighborhood, and community; helps schools and human service agencies to develop a better understanding of the needs and ideas in the communities that they serve; and provides the beginning for continued cooperation and a working partnership among schools, service agencies, and all professionals. Most important, parents, teachers, and others work together early, continuing the pattern as children get older and enter the formal school system. The climate of cooperation continues as children mature into adults and parents become grandparents. This climate also encourages the senior citizens' interest in children; and they, in turn, are examples as well as a service to others in the neighborhood. Children and young families often find "surrogate grandparents" who become involved in helping with activities.

As a result, these grandparents often have a better opportunity to establish their own respected and useful place in our society.

What broad conclusions emerge from the information presented in this article? Perhaps the most general conclusions are that the roots of child development occur early, and that the family environment is extremely significant in the learning process. Some more specific conclusions include the following:

A program of fiscal policy that puts priority on the early years of childhood in the context of the family would undoubtedly result in cost savings; less money would be needed for remediation and rehabilitation.

Early childhood education, an excellent idea in its own right, does not decisively affect the child's needs unless the parents and the family are deeply involved. Close collaboration is necessary between the family—especially parents—and education specialists, beginning when the child is born.

Early education provisions must encompass a full range of mental, physical, social, and emotional considerations. The early years—before formal education begins—provide an excellent opportunity to give individual attention to the child and the family. An integrated effort is needed to involve agencies that have high interest and expertise in health services and in early childhood and family education. All the physical and human resources in the community should be coordinated so that duplication will be avoided.

Provisions to bring parents, educators, and others into closely cooperative efforts should be conducted near the home—not merely physically but psychologically and sociologically as well. Efforts to use community resources, including the elderly, can be more effectively accomplished on a personal, face-to-face basis. Total impact in the neighborhood and cooperation between families, churches, schools, and agencies might be better realized on a small scale.

As we see the need to emphasize parent involvement, we are once again compelled to ask questions about the development of our children. Are we using our capabilities and resources to give all children the greatest possible opportunity to achieve their potential? At what point can we first influence the child's chances for full development? We have explored the importance of parent involvement in answering these two questions and in fulfilling the goals they imply. Recent research supports what most people already believe: what happens in the home is crucial to a child's growth, development, and education.

The child is America's most valuable and cherished asset, and the home is our most important social institution. It is imperative to begin the development and education of our young children in the family setting through deep involvement with the child's parents. The realization that the home is the first and most important academy for learning should be one of our nation's top priorities. The extent to which we put our full resources behind this effort will determine what the nation's future will be.

accordance with the principles of the uniform financial accounting and reporting system.

Subd. 1a. If the amount of the district's operating debt is more than two and one-half percent of the most recent fiscal year's expenditure amount for the funds considered under subdivision 1, the net negative unappropriated fund balance shall qualify as "statutory operating debt" for the purposes of Laws 1976, Chapter 20, as amended.

Subd. 2. The legislative auditor shall certify the amount of statutory operating debt of the district as of June 30, 1976. He may adjust this amount on the basis of corrected figures until June 30, 1978.

Sec. 30. Laws 1976, Chapter 20, Section 7, is amended to read:

Sec. 7. EXPENDITURE LIMITATIONS. In the 1977 fiscal year or in any fiscal year thereafter, Independent School District No. 625 shall not spend any amount in that fiscal year which the district receives from the foundation aid in Minnesota Statutes, Section 124.212; plus the levy allowable under Minnesota Statutes, Section 275.125; Subdivision 2a; plus the levy allowable under Minnesota Statutes, Section 275.125; Subdivision 6, which exceeds the amount which the district would otherwise be entitled to receive from these same sources if it were not using tax anticipation certificates or other methods of borrowing to borrow against tax revenues for the next fiscal year or if it were not using tax receipts intended for the next fiscal year in the prior fiscal year. Beginning in the fiscal year 1977 and in each year thereafter, Independent School District No. 625 shall limit its expenditures in each fiscal year so that the amount of its statutory operating debt calculated at the end of that fiscal year is not greater than the amount of its statutory operating debt as of June 30, 1976, as certified and adjusted by the legislative auditor, increased by an amount equal to two and one-half percent of its operating expenditures for the fiscal year for which the statutory operating debt calculation is being made.

Sec. 31. Laws 1976, Chapter 271, Section 8, Subdivision 1, is amended to read:

Sec. 8. ADVISORY TASK FORCE. Subdivision 1. The governor shall appoint a five member advisory task force on nonpublic schools within 30 days of the effective date of this section. The five members shall be representative of the various areas of the state and shall be knowledgeable about nonpublic schools. The task force shall expire May 15, 1977 1978 and the compensation, removal of members and filling of vacancies shall be as provided in Minnesota Statutes, Section 15.059.

Sec. 32. EFFECTIVE DATE. Sections 29 and 30 of this article are effective the day following final enactment. Section 31 is effective retroactively on May 15, 1977.

ARTICLE VIII

EARLY CHILDHOOD AND FAMILY EDUCATION

PROGRAMS

Changes or additions Indicated by underline deletions by strikeout

Section 1. Minnesota Statutes 1976, Section 3.9271, is amended to read:

3.9271 EARLY CHILDHOOD IDENTIFICATION AND EDUCATION PROGRAMS. Subdivision 1. For the ~~1975-1976~~ 1977-1978 and ~~1976-1977~~ 1978-1979 school years, the council on quality education shall make grants to no fewer than ten 22 pilot early childhood identification and family education programs. Early childhood identification and family education programs are programs for children before kindergarten and below age six which may include the following: identification of potential barriers to learning, education of parents on child development, libraries of educational materials, family services, education for parenthood programs in secondary schools, in-center activity, home-based programs, and referral services.

Notwithstanding section 3.926, subdivision 2, every early childhood identification and family education program proposal shall be submitted to the council on quality education not less than six weeks before the planned commencement of the program. These programs or grants shall be as equally distributed as possible among districts in cities of the first class, in suburbs, and outside the seven county metropolitan area. No more than two of these programs shall receive these grants in any one school district. Each pilot program shall serve one elementary school attendance area in the local school district or a combination of attendance areas if deemed appropriate by the council.

The council on quality education shall prescribe the form and manner of application and shall determine the participating pilot programs. In the determination of pilot programs, programs shall be given preference for their ability to coordinate their services with existing programs and other governmental agencies. The council on quality education shall report on the programs annually to the committees on education of the senate and house of representatives.

Subd. 2. Each district providing pilot programs shall establish and maintain an account separate from all other district accounts for the receipt and disbursement of all funds related to these early childhood identification and family education programs.

Subd. 3. A school district providing early childhood identification and family education programs shall be eligible to receive funds for these programs from other government agencies and from private sources when such funds are available.

Subd. 4. A district may charge reasonable fees for early childhood identification and family education services; however, a district shall waive the charge or fee if any pupil, his parent or guardian is unable to pay it.

Sec. 2. Minnesota Statutes 1976, Section 3.9272, is amended to read:

3.9272 ADVISORY TASK FORCE ON EARLY CHILDHOOD AND FAMILY EDUCATION PROGRAMS. The council on quality education shall appoint an advisory committee task force on early childhood identification and family education programs. The advisory task force shall be composed of parents of young children and persons knowledgeable in the fields of health, education and welfare. A majority of the task force shall be parents of young children. The advisory task force shall advise the council in the

Changes or additions indicated by underling deletions by strikeout

administration of the early childhood and family education programs. The terms, compensation and removal of members shall be governed by the provisions of section 15.082, subdivision 6. The task force shall expire June 30, 1979.

Sec. 3. Minnesota Statutes 1976, Section 3.9275, is amended to read:

3.9275 VOLUNTARY PARTICIPATION. All participation by parents and children in these early childhood identification and family education programs shall be voluntary, and shall not preclude participation in any other state or local program. All pilot programs shall provide services to all qualified children, regardless of race, religion or ethnic background, and no such programs shall be used in whole or in part for religious worship or instruction.

Sec. 4. The council on quality education and the advisory task force on early childhood and family education programs shall conduct a study of policy issues involved in the provision of early childhood and family education and shall submit a final report on the study to the legislature no later than January 15, 1979.

Sec. 5. There is appropriated from the general fund to the department of education the sum of \$854,000 for the year ending June 30, 1978, and the sum of \$854,000 for the year ending June 30, 1979, for the purpose of pilot early childhood and family education programs pursuant to section 3.9271. These appropriations include not to exceed \$27,000 in fiscal year 1978 and not to exceed \$27,000 in fiscal year 1979 to be used for administrative costs; provided, these amounts may be used to hire not to exceed three professional employees and one clerical employee beyond the existing complement of the department in these years. Any unexpended balance remaining from the appropriation in this section for 1978 shall not cancel but shall be available for the second year of the biennium.

ARTICLE IX

TEACHER MOBILITY INCENTIVES

Section 1. [125.60] EXTENDED LEAVES OF ABSENCE. Subdivision 1. As used in this section, the term "teachers" shall have the meaning given it in section 125.01, subdivision 1, but shall not include superintendents.

Subd. 2. The board of any district may grant an extended leave of absence without salary to any full time elementary or secondary school teacher who has been employed by the district for at least ten but no more than 20 years of allowable service, as defined in section 354.05, subdivision 13, or the by-laws of the appropriate retirement association, and who has not attained the age of 55 years or over. Extended leaves of absence pursuant to this section shall not exceed five years in duration. An extended leave of absence pursuant to this section shall be taken by mutual consent of the board and the teacher and may be granted only once.

Subd. 3. A teacher on an extended leave of absence pursuant to this section shall have the right to be reinstated to a position for which he is licensed at the beginning of

Changes or additions indicated by underline deletions by strikeout

Mr. QUIE. Now I want to turn to the Parent Advisory Committee, the second most important individuals involved. Students are the most important. Parents are the second most important.

Ms. Margie Enck, Ms. Audry Roedl, and Ms. Blanche Rohr; and are there any other parents who are here who wanted to come up?

**STATEMENT OF MARGIE ENCK, CHAIRPERSON,
MINNEAPOLIS TITLE I PAC**

Ms. ENCK. My name is Margie Enck and I am from Minneapolis. I really appreciate this opportunity for us as parents to be here.

My concern for my own child got me interested in title I 6 years ago. I have worked hard and learned a lot, and I have witnessed the title I funds helping Minneapolis children and my own children to learn.

By supporting the authorization of title I, I am supporting programs that help children. I believe in continuing these programs to help students in junior and senior high school.

I think that title I funds should continue to be allocated on economic criteria because there is a high concentration of educational need in these areas.

I really believe in parents working with schools to help children.

I am chairperson to the Minneapolis Parent Advisory Council for ESEA Title I. This is my sixth year of involvement that has included 2 years as secretary, chairing my school advisory council, visiting schools and programs, and reviewing materials, working on needs assessment and helping with educational workshops for parents, and working with the State title I department.

One of my sons has received title I help in school from fourth through eighth grades. He is not at grade level presently, even though he has had basic skills help, special prescription programs designed for his needs, and extra tutoring.

All of this has helped him, though, to be happy, to keep trying, and to have strong feelings of self-worth.

One benefit of the title I law requiring parents to be part of their children's education is that parents have a part in helping to plan educational programs. The children seem to realize how important their education is.

I know my son is aware that I became involved in title I because of him. This has encouraged him. I am convinced of the value of title I because he could so easily be frustrated and feel defeated enough to give up.

My youngest child, who is now in first grade, needed and received title I help last year. This year he is not receiving title I help and is making average progress.

One established title I program in Minneapolis is the team of specialists that work in the areas of reading and math. They develop supplemental materials and train teachers on how to use these materials and new techniques.

A promising new program is prescription learning, that is being used in nine Minneapolis schools, public and nonpublic. It is an individualized remedial reading and math program that the students seem to really enjoy and are making progress.

I visited one of these 2 weeks ago and the kids really do like it.

Some things that the Minneapolis Parent Advisory Council has accomplished are planning and conducting parent education workshops; publishing newspapers with the articles written by parents which are mailed to title I parents, teachers, teacher aides, and principals—we call it title I tales; requesting community liaison workers to help schools increase parent participation.

We hope these will help to inform parents and keep them up to date.

I am confident that in Minneapolis, title I funds for bettering reading and math schools—I think there is a typographical error here.

I am confident that in Minneapolis, title I uses funds for bettering reading and math skills. The following statistics show that 96 per cent of title I funds are used for instructional services.

FISCAL YEAR 1976

Total title I budget—\$4,144,772.00; instructional services—\$4,003,994.72; total percentage spent for instructional services—96%.

All over Minnesota, title I funds are primarily used for instructional services. Other Federal funds are used for food programs and the State of Minnesota partially reimburses local districts for supportive services.

I am proud that in Minnesota each title I proposal must be signed by the chairperson of each school parent advisory council.

Congress should provide enough title I money so that all educationally disadvantaged children can be served, but until this is done, title I funds should be used to help children in low-income areas where the need is greatest.

I realize that more affluent areas have educationally disadvantaged children also, but they have an economic edge that makes a big difference.

I would recommend the continued concentration of help in kindergarten through third grade. I also like early diagnostic testing for individual problems so that their specific needs can be helped.

I feel there is also a strong need to provide title I services for junior and senior high school students.

It is parent participation through advisory councils that helps the Minneapolis title I program work so well. I feel that councils composed of parents as well as educators do a good job because they view problems and programs from a variety of vantage points.

In conclusion, I would urge reauthorization because title I has been a proven help to children. I feel that Minnesota allocates the title I funds in an exemplary manner. And I am convinced that parent advisory councils have an impact on the education of children.

Mr. QUIE. Thank you very much, Ms. Enck.

Mr. QUIE. We now turn to Audrey Roedl.

STATEMENT OF AUDREY ROEDL, MEMBERS AND PANEL OF PARENTS, ST. PAUL PUBLIC SCHOOLS TITLE I PAC

Ms. ROEDL. My name is Audrey Roedl. I came to the parent advisory committee 6 years ago when they were first being formed.

I served on the districtwide PAC as chairperson for 5 years and during this time the number of parents actively participating in local and district PACs increased drastically.

I am a member of the National Coalition of ESEA Title I parents and I served on their steering committee for one year and as vice chairperson for region 5.

I was a member of a State of Minnesota Committee drafting regulations for PACs and I have been available to assist at workshops whenever I was asked.

Two of our sons have been in the title I programs. One is functioning well at grade level. The other graduated 1 year early from the St. Paul Open School and has gone on to the U.S. Marine Corps where he is in the band and is furthering his music education through their college program.

Through my own experience I am definitely encouraging reauthorization of the title I program. We actually have four sons. When our first son needed help there was no title I program. It was a very frustrating and exhausting experience.

First, there was the difficulty of locating a qualified teacher, then arranging for transportation and taking several small children with me when I dropped him off and picked him up. All children who experience difficulties should get help.

This would be the ideal but title I has never been fully funded. Our PACs have been concerned that the greatest part of our job has been in deciding which programs must be cut.

Many excellent programs have been eliminated or greatly curtailed because budgets just couldn't be stretched to continue them.

Each year new problems appear. With desegregation programs, some children in need are bused out of target areas. Where magnet and open schools are part of a district, many times two children, both with difficulties, are seated right next to each other. One is eligible and one is not. There has always been the child who, for some reason, does not respond until the junior high level.

Our children are the hope of the future. Education will be their tool. Every child has the right to the best tools, but, and I say this most sincerely, the low-income child must come first.

If funds cannot be stretched to every child, that child who has less resources, less educational material at home, and whose parents probably have less educational background than middle and high income families must be served.

I found help for our son. Faced with economic as well as educational needs, that help might not have been possible.

Parent advisory committees are a great asset to the program and to the parents. Meeting parents with similar educational problems gives parents insights.

Parents I work with have these recommendations for improving PACs.

First, clearly stated regulations for including parents with children out of the program for the first year in the 51 percent. PACs need this experienced leadership and even though these parents are eligible in the 49 percent, most seem to feel they are not wanted when they lose their majority status.

Second, regulations allow all parents to participate in the election of a PAC. Some parents of title I children are quite willing to be identified to other title I parents but feel it is quite a stigma to be identified to a whole community. These areas should have the option to hold their elections among title I parents only if they so desire.

We need materials printed in clear, simple, concise language, easily understood by parents.

The most successful PACs have been those who teach parents to help their child at home.

In St. Paul, teachers have demonstrated materials used to teach the child and parents have actually played games and been involved in puppet shows showing how these methods can be used to re-enforce school instruction.

PACs consulting with teachers have prepared booklets showing parents how to help maintain reading and math levels over the summer. They have also hosted Title I Day. Parents are invited to the classroom while their child is there. In another area coffee is served while parents get to know each other and learn more about the program and how it works.

One thing our local emphasizes at these coffee meetings is to put the accent on what the child does well. Most title I children are very talented in other fields such as art, music, or mechanics.

We as parents realize the need for the child to read but the child needs to know he is good at something.

Many title I parents have had bad experiences in school. Some feel their situation is hopeless. They didn't do well so their children will not either.

Third, I would like to recommend a community liaison program; a parent, home visitor, to encourage parents to come to school to learn about the program, learn how to help their child, and to join the PAC.

PAC's give parents a group in the school they can relate to and they soon learn it is not a frightening place. They can see how the child is taught. The child can see the parent cares and both make progress toward a more profitable existence.

In this fertile environment the child learns and many times the parent does as well.

A year ago I spoke to parents about title I. During this, I encouraged parents to have books at home and to spent time reading with their child.

A parent approached me about the fact she could not read herself and wondered what she could do. She had the time and the enthusiasm to learn and with the help of the principal we were able to get the parent into an adult tutorial program.

Now both the parent and the child can read.

A fourth recommendation would be an allocation of funds to the State Department of Education for training workshops. At this level we believe we can produce better workshops and involve more people for less money.

Also there is much to be gained by exchanging ideas with people and other parents outside of one's own district.

I thank you very much for the opportunity to share my views.

[The complete written statement of Ms. Roedl follows:]

STATEMENT RELATED TO THE PARENTAL PARTICIPANTS IN TITLE I PROGRAMS—
 BY AUDREY A. ROEDL, VICE CHAIRPERSON, REGION V, NATIONAL COALITION OF
 ESEA TITLE I PARENTS.

To the Committee: I thank you for allowing me this opportunity to share some of my views with you.

My name is Audrey Roedl. I have been a member of the National Coalition of E.S.E.A. Title I Parents for four years and now serve as Vice Chairperson for Region Five. I came to the Parent Advisory Committee six years ago when they were first being formed. I served on the district-wide P.A.C. as Chairperson for five years. During this time the number of parents actively participating in Local and District P.A.C.'s increased drastically.

I served one year on the National Coalition Steering Committee. I was a member of the State of Minnesota Committee drafting regulations for P.A.C. and have been available to assist at workshops whenever I was asked.

Two of our sons have been in Title I programs. One is functionally well at grade level. The other graduated one year early from the St. Paul Open School and will go on to study music.

When new legislation is written, the parents whom I represent feel that the funding formula should be essentially as it is now. It is my understanding that recent studies have shown that a very strong relationship exists between low educational attainment and low family income. We feel that low income data should continue to be used for funding.

Using educational achievement as the formula base for funding Title I does not sound like a good idea because there is no body of test information available now, there is no test which could provide that information now, and the problems of administering a test appear far greater than any benefit which might result. You can not get an accurate picture of a child by testing, some children never test well. We are not entirely happy with the present formula. One of our concerns has to do with the reducing number of AFDC formula funding count. The change in the law which reduced the number of AFDC children to be counted for funding to $\frac{2}{3}$ was costly to St. Paul's Title I program. Each year under the present law St. Paul's and Minnesota's AFDC count has decreased because of the Federal Government's raising of the poverty level for that count. We also have concern about the census data used for funding and wonder whether it would be reasonable to have a national census every five years. Population is very mobile and has changed greatly in our larger cities.

I have been told that there will be no more grant appropriations for Part B of Title I. St. Paul and other school districts in Minnesota are providing twenty percent of their Title I program under Part B. Eliminating Part B will reduce Title I programs disastrously unless far more money is appropriated under Part A.

FIRST RECOMMENDATION

Clearly stated regulations for including parents with children out of the program for the first year in the 51%. P.A.C.'s need this experienced leadership and even though these parents are eligible in the 49% most seem to feel they are not wanted when they lose majority status.

SECOND RECOMMENDATION

Regulations allow all parents to participate in the election of P.A.C. Some parents of Title I children are quite willing to be identified to other Title I parents but feel it is a stigma to be identified to a whole community. These areas should have an option to hold elections among Title I parents only if they so desire.

The emphasis of Minnesota's funds are used for reading and math programs in grades 1-3. Need is still great in upper levels including junior high. The P.A.C.'s have been concerned that most of our job over the years has been determining what programs must be cut. Many excellent programs have been cut or severely curtailed because budgets just couldn't be stretched to continue them.

The most successful P.A.C.'s have been those that teach parents to help their children at home.

In St. Paul teachers have demonstration materials used to teach the child, and parents have actually played games and been involved in puppet shows showing how to use these methods to re-enforce school instruction.

P.A.C.'s consulting with teachers have prepared booklets showing parents how to help maintain reading and math levels over the summer. They have also hosted Title I Day. Parents are invited to be in the classroom while their child is there. In another area coffee is served while parents get to know each other and learn more about the program and how it works. One thing our local emphasizes at these coffee meetings is to put the accent on what the child does well. Most Title I children are very talented in other fields such as art, music or mechanics. We as parents realize the need for the child to read, but the child needs to know they are good at something.

Many Title I parents have had bad experiences in school. Some feel their situation is hopeless. They didn't do well in school so their children will not either.

THIRD RECOMMENDATION

Including a community liaison program. A parent, home visitor to encourage parents to come to school to learn about the program. Learn how to help their child, and to join the P.A.C.

Meeting parents with similar educational problems gives parents insight. P.A.C.'s give parents a group in the school they can relate to and they soon learn it is not a frightening place. They can see how the child is taught. The child can see the parent cares and both make progress toward a more profitable existence. In this fertile environment the child learns and many times the parent does as well.

A year ago I spoke to parents about Title I. During this I encouraged parents to have books at home and to spend time reading with their child. Afterwards a parent approached me about the fact she could not read herself. She asked "What shall I do?"

She had the time and the enthusiasm to learn. With the help of the principal we were able to get the parent into an adult tutorial program. Now both the parent and the child can read.

Mr. QUIE. Ms. Rohr.

STATEMENT OF MS. BLANCHE ROHR, TITLE I PARENT, ST. PAUL, MINN.

Ms. RHOR. First of all, I want to thank you, Mr. Perkins, Mr. Quie, for coming and listening to my report.

I have been actively involved with title I for 5 years.

For our local parent advisory council, I have served as elected chairperson for 2 years, elected alternate for 3½ years and elected representative for 1½ years to our districtwide parent advisory council.

I have served as elected vice-chairperson for St. Paul's districtwide parent advisory council for 1½ years. I worked with the State Department when our State guidelines were rewritten so parents could more fully understand them.

I feel the St. Paul title I program is working.

I had a son in title I for 6 years. Title I was very beneficial to him. He still reads about 1½ to 2 years behind his classmates, although in other subjects he is able to keep up with their level.

I have a daughter, 8 years old, who has been in title I for 1½ years. She is coming along fine and perhaps will be out of the program by next year.

I was in Cincinnati, Ohio, last June for the Region V, Elementary and Secondary Education Act, Workshop. I am serving as Minne-

sota's vice-chairperson for the steering committee for Region V National Coalition of Elementary and Second Education Act.

I was at the National Coalition of Elementary and Secondary Education Act Workshop in Washington, D.C., last October and attended with Audrey Roedl and other Minnesota delegates the testimony with Carl Perkins.

We also visited with Bruce Vento and Wendal Anderson offices and expressed some of our concerns about title I.

Now, there is a typographical error in the next paragraph. It is supposed to be "billion dollars" instead of "million dollars."

I understand from Shirley Chisholm, Representative of New York, that title I was only able to serve 50 percent of children currently eligible. Although the title I program was authorized to receive up to \$4.6 billion last year, in actuality it was only appropriated \$2.3 billion, only half of the full amount. Perhaps if we had more funds we could support more educationally disadvantaged children.

Due to inflationary costs, St. Paul has had to drop several wonderful programs in their title I program in the past few years. We had summer school, we had the tots preschool program. We had a sheep program, which was a Homeward Bound program. All of these programs were wonderful programs and due to rising costs and inflation all of these had to be cut from the title I program.

I support the present eligibility criteria that title I must focus resources upon educationally disadvantaged children living in areas with high concentration of low income whether they attend public or nonpublic schools.

Under Coalitions and Parent Advisory Councils: I have found it beneficial to know how other States are progressing in title I. I feel it necessary to have a national coalition of elementary and secondary education, State, district, and local parent advisory councils. I would like to see this mandated in our Federal Register.

I question, though, the necessity of region parent advisory councils. If you feel that they are of great importance, would you please authorize them instead of mandating them. Then each State may use their own discretion as to their importance.

Under Parent Involvement: I have learned it is very important for parents to be involved in title I programs.

We should have inservice and train parents to better understand the purposes and intentions of title I and familiarize them with Federal and State guidelines for parent advisory councils.

Parents should be included in the 51 percent of the parent advisory council for 1 year after the child is out of the program. This would bring about more continuity in forming parent advisory councils for the next year.

Research has proven that a student performs better academically when they are given support from their parents.

Parents should be involved in the application—planning—implementation and evaluation of the title I program, both at the district and local levels.

Parents should know they can be reimbursed from title I funds for personal expenses directly attributable to the performance of their duties and functions of title I.

St. Paul has found it necessary to meet nine times per school year for districtwide parent advisory council meetings and at least three times for each local parent advisory council meeting.

There should be teacher inservice to provide opportunity to instruct teachers to do a better job of stimulating and educating the disadvantaged child; to provide opportunity to instruct title I classroom teachers and to involve the parents at the school level.

In conclusion, I strongly feel it takes the cooperation of the parents and the school to achieve a better education for the educationally disadvantaged children as well as all other children.

I thank you for this opportunity.

Mr. QUIE. Thank you, Ms. Rohr.

Our thanks to all of you for your presentations, especially, also, for being out there last October.

Ms. Roedl, I think you made a good point, the parents which should select, and I for one will take a look at giving that option to you in the legislation.

Ms. ROEDL. Thank you.

Mr. QUIE. The title I parents, again I want to make certain those who shoulder and benefit from the program, rather than having some kind of an income criteria placed on them. I don't like having people labeled with income criterias.

Ms. ROEDL. I can see your point fully but having worked and having had to go backwards since I came into the program, I fear the loss of it because I have also seen the children. It hasn't involved the Privacy Act. I have been to school or to a classroom or to see a teacher for a reason. I have seen children with problems that I, at my age, have never seen.

I wasn't talking about formally. I mean within the school, children are from parents who are nonpoor and benefit from the program as well.

Yes; they do.

Mr. QUIE. I was saying that a parent of anybody who benefits from the program, ought to be able to vote on who the members of the parent advisory council are rather than in a local area to identify them again as poor.

You don't get marked and identified in the Federal formula to the States, in the State formula to the school districts or even the targeting to the school district. I don't like to have people marked and identified.

Ms. Rohr, you mentioned the regional parent advisory council. What are they?

Ms. ROHR. Well, they are the national coalition for the whole United States. Then the national is split up into regions and there is usually five or six States in each region.

I don't know, but like I say, I attended one and I benefitted tremendously from it because it was my first workshop out of State, but I just feel that we can accomplish a lot more on the statewide level because expensewise, it costs a lot of money to send parents there and I feel we can reach more parents by having a State workshop instead of a regional one.

Mr. QUIE. Thank you. I have some concern of politicizing parent advisory councils. I would like to have you all as independent as

possible and not be subjected to any kind of harassment from anybody in Federal agencies or anything of that nature.

Those are the questions I have.

Chairman PERKINS. I want to compliment these members of the parents advisory councils. You have given, I believe, outstanding testimony, and the capacity in which you serve is a wonderful purpose, strengthening the entire Elementary and Secondary Education Act.

No one realizes better than the parents and the members of the advisory councils how effective title I happens to be at the present time. Just until a few years ago we had arguments from witnesses as to whether title I was really effective, as to whether we were throwing their money down a rat hole, but we have found, in fact, that we are no longer hearing any arguments of that type. We hear testimony in every instance about how effective it happens to be.

You have been great witnesses and I want to compliment all three of you.

Mr. QUIE. Mr. Chairman, we have one other person who would like to testify, Rhoda Brooks, the panel 1 member of the Minnetonka Schools District.

STATEMENT OF RHODA BROOKS, MINNETONKA SCHOOLS DISTRICT

Ms. BROOKS. I didn't really come here expecting to testify or even to say anything, but in conversations in the hall I realize that there was no representation from the suburban school district except for Prior Lake which is suburban but has a very small allocation, small population, which might not be as representative of suburban school districts as a larger metropolitan school district.

I thought it might be interesting to you to hear how the present allocation formula applies to suburban school districts because—

Chairman PERKINS. What is the population of that school district?

Ms. BROOKS. 8,000 students.

Chairman PERKINS. Those are about the school districts that I represent.

Ms. BROOKS. We know about St. Paul and Minneapolis being major city school districts within the suburban and we have heard from Staples, representing the rural area, and it seems to me that the formula for choosing the target schools is the area I feel needs to be looked at again as it relates to suburban school districts.

I realize that the target school identification process for the major cities is very important because it simply cannot spread the money out to everybody.

In the suburban school district I also feel we need a target of the efforts, but I think that targeting could be made on the basis of education need on the local district level.

As an example—and I have sent Representative Quie mailings with the data. I don't have it with me this morning but I know you have it in your file. The last school year six elementary schools from our school district were considered target schools and two parochial schools. That was all of our total population. All of our elementary schools were target schools under the previous target school formula.

Then when the target school identification formula was changed, we had to figure the average number of free and reduced lunches per building and then take the average number per district and come up with a majority of the schools that had above the average.

I might not be stating it exactly right but we followed that formula. We wound up with only three elementary schools as target schools and the two parochial schools could be target schools but they could only serve the children from the target school attendance areas that went to their parochial schools.

So we dutifully went along that line this year and informed all of the parents, principals and teachers of the schools where we would not be receiving title I funds of the reasoning. They were indignantly upset and so forth, but we explained that on a national level low income means low achievement and that is why we are following these guidelines in our school district.

So they accepted it and tried to understand, and we proceeded along those lines this year.

However, our funding, the amount of money that we have to spend has gone up somewhat, not a lot, but we now have \$112,000 in our district this year, with half the number of target schools.

I think we are doing as good a job, maybe better, but we don't have the achievement data to tell me whether the results have gone up yet this year.

But I really wish we could have spent our allocation of \$112,000 on the basis of educational needs throughout the district instead of just in those three schools, because I think we could do a better job in serving the children who are educationally deprived.

Therefore, I am just giving you an example of one isolated school district but it might apply nationwide in this type of a setting.

Chairman PERKINS. Do you mean that the 8,000 children are in just the one school district?

Ms. BROOKS. I represent Minnetonka School District. In the Minnetonka School District we have 8,000 total population, K-12.

Chairman PERKINS. And how many schools does that represent?

Ms. BROOKS. Six elementary schools, two parochial schools, two junior high schools and one senior high.

Chairman PERKINS. And how many schools receive title I money?

Ms. BROOKS. Just three elementary this year, but last year we had all six.

Chairman PERKINS. All six.

Ms. BROOKS. Yes, plus the two parochials.

There is a problem, too, because the poor children who happen to live in a wrong attendance area who attend the parochial schools don't have the help.

Chairman PERKINS. The parochial schools were left out this year. How does their economic income, the low income, compare with the schools that were selected?

Ms. BROOKS. On low income, as defined by free and reduced lunch count, they have fewer free and reduced lunch percentage and number.

Chairman PERKINS. They base it on free and reduced lunch count?

Ms. BROOKS. That's right.

Mr. QUIE. What was the old criteria where they said there wasn't enough difference and you could have all of the schools?

Ms. BROOKS. The old criteria, as I recall—Jack Hanson, I don't know if he is still here. The old criteria had to do with percent on AFDC and if you were within 10 percent of the full count, you could be considered a target school.

Is that right? Right.

And then it was changed to have to count the free and reduced lunches and then take an average in the district and then put the schools that were above the average—

Chairman PERKINS. Let me offer this suggestion. If I were you, I would discuss this with your State people. I think there may be some discretion in that area. That may help you solve that problem.

Ms. BROOKS. I did protest to the State but it didn't help.

Mr. QUIE. That has already been done, Carl.

I would like to see that law changed so the school district could use some other criteria. You wouldn't have that difficulty if you used the achievement data.

Ms. BROOKS. Racine, their suggestion on page 3, that if the entire school district could be considered target, then it would—

Chairman PERKINS. Let me ask you one question. Do you think there has been an error made insofar as there are more economically deprived children in those three schools that are not now entitled to title I funds? Do you contend that they are as economically deprived as the schools that have been selected to receive title I funds?

Ms. BROOKS. No; they are not as economically deprived because they didn't qualify on the basis of free and reduced lunches, which I think is the best factor of low-incomeness that we have, even though many parents are proud and don't sign up for free and reduced lunches when they could become eligible. The principals have said they're going to go out and bushwack and get more people to sign up so we can get—well, let's just hold off and see what the new formulas are before we do that.

And they are not as economically deprived, no, but they may be just as educationally deprived or disadvantaged in terms of achievement test data.

Now, this year, since I have only three schools, I have a nice controlled comparison. I have three that are title I and three that are not. I intend to compare achievement scores at the end of the year with the title and the nontitle schools to see if there is any difference in the gain, but I haven't done that since I haven't had a full year to do it.

Mr. QUIE. I should also point out, Carl, what you are saying in the parochial school, if you are poor and low achieving and you don't live in the right attendance area, you don't get any help.

Ms. BROOKS. No; and you ride the same school bus and sit in the same classroom with a child who does get title I help. Just because they are from an attendance area that is a target school, they can have title I help.

It is very difficult for those title I teachers to discriminate and say, "I'm sorry, I can't help you. You don't live in the right neighborhood." But they do it because that is a requirement.

In answer to your question about the economically deprived schools, the three that are not target schools do not have as many low-income families. That is a factor. And yet there are some low-income families there whose children are not having any title I help.

Mr. QUIE. That is the disparity between the two. On AFDC you didn't have enough disparity but now with free lunches you do.

Do you know what the disparity is?

Ms. BROOKS. I can't give it to you offhand. It is in the mailings I sent to you.

Mr. QUIE. I don't recall. I thought you'd probably remember.

Ms. BROOKS. At any rate, I think if you consider strongly the suggestion that came through here from Racine and also from Von Valletta that the allocations be based to the States on the same existing formula and then even to the school districts on the same existing formula, then once the school districts receive the allocation they can have the discretion to combine economic and educational factors to decide which children receive the help.

Chairman PERKINS. I just wish we could fund the program to the extent we would not have the problem that you are confronted with.

Ms. BROOKS. I realize that it is impossible to serve every child in the whole United States who needs help, but I just wanted you to have an idea of how it affects the suburban school district compared to an innercity district.

Chairman PERKINS. I think you have made your point.

Ms. BROOKS. Thank you for the opportunity.

Mr. QUIE. OK, that finishes the witness list.

Chairman PERKINS. I want to say to you, Mr. Quie, that I think we have had a wonderful hearing and I again compliment you on its success.

[Whereupon, at 11:55 a.m., the subcommittee stood adjourned.]
[Additional material submitted for the record follows:]



February 14, 1978

Minnesota
Association of
School Administrators

Affiliated with the School Administrators of Minnesota

Representative Carl Perkins
The United States House of Representatives
Washington, D.C. 20013

Dear Representative Perkins:

I want to express my thanks for the opportunity to testify before you and Representative Quile on Saturday morning, February 11, 1978. I was very pleased that you were willing to take the time to come to our area to hear about the needs that we have under the Elementary and Secondary Education Act. Since this was my first appearance before a federal committee, I was somewhat reticent in my comments and had intended only to observe the testimony rather than become a part of it. When I arrived and saw that I was part of a testifying panel, I was somewhat overwhelmed. Since I was rather reticent at that particular time, I would like to take this opportunity to make an entry into the record on behalf of the Elementary and Secondary Education Act.

It still ranks in my mind as a single, most important piece of legislation for the welfare and development of all students, particularly poor students, in the State of Minnesota and in the United States. I would respectfully urge the continued passage and development of the Elementary and Secondary Education Act.

Having said that I would like to stress that I really believe that Minnesota is making great strides in working with the disadvantaged and that if there is any way in which funding can be increased to help us with both inner-city problems that face the disadvantaged,

Suite 350 - Hanover Building
480 Cedar Street
Saint Paul, Minnesota 55101
Telephone (612) 224-1828

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the Indian problems which are not unique in Minnesota but which represent one part of our problem with disadvantaged, and that we could continue to receive funds necessary to improve the opportunities for migrants as well, we would be most appreciative.

I spoke very briefly about incentives to the committee, and I would like to expand upon that idea. I really believe that if we are to improve the opportunities for disadvantaged young people that we have to establish an incentive process whereby the reward for doing well in the educational development of these students is channelled back into the groups of students that will follow them. Let me illustrate this in this manner.

A number of years ago I had the opportunity to teach students in the inner city. This was before the time of the Elementary and Secondary Education Act. We were able to do some things in this particular school that I thought were of great benefit to these particular individuals, and I think that has proven true since a number of them are now in highly responsible positions in the Metropolitan area including various governmental responsibilities, such as member of the Minneapolis City Council and members of college and university boards. If there were some way in which we could acknowledge the success that we had with the educational development of these persons and therefore receive some kind of bonus to be applied to the young people who are in that condition today, I think this would benefit in two ways. First, it would give an incentive to those who are teaching these students with the idea that there will be some long range return back to the social group; and second, it would be an incentive because that student would realize that he or she is providing opportunities for those who follow as well.

Now there is always the question of how and where do we get the funds, since we are underfunded in this area even today. I submit that many young people who are disadvantaged in one form or another take advantage of military service for further training and personal development. If there is a way of saving training and raising the educational expertise of people who enter the armed services, this would be one measure and therefore one area that we could receive some kind of education bonus back into the Elementary and Secondary Education Act. I recognize that this is not the only measure, but it is one. I know this to be true since a number of recruiters are saying that they really want to get students from Minnesota schools because they are prepared to handle the high technology that is required in the armed services today.

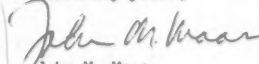
I would submit that one should have a follow-up study as to the impact of the Elementary and Secondary Education Act on the education of the lives of the young people. There ought to be some opportunity to receive a bonus on the basis of some kind of random sample follow-up study as to those who are contributing citizens as measured by employment, as measured by income level, as measured by the lack of contact or work necessary from social and welfare agencies.

I recognize that this would mean that there would have to be some follow up and follow through on these young people for an extended period of time. Couldn't this be part of our accountability? Shouldn't we be able to see the effect and impact of the efforts that we make? I recognize that this would take some time and effort and possibly some funds, but I believe that in the long run it would be beneficial to our total society, particularly to the young people who are poor and who need the resources that our public schools can provide.

I along with you heard the testimony in terms of counseling services presented by Mr. Hedl. I recognize the worth of these services, but I also point out to you that if one must make choices between basic education services to students in terms of additional help in reading, mathematics, and writing, that where there are insufficient funds many times the decision is made to put the efforts and time into these fundamental skill areas.

The American Association of School Administrators of which we are an affiliate has testified probably much more eloquently than I on these matters. I hope that at the very least there can be an extension of the act and that the appropriation and recognition that public schools all over the United States are facing increasing difficulty can be expanded so that the needs of children whose parents choose to keep them as part of the general public and under the direction and protection of public policy will not be disappointed in the results of that experience.

Sincerely yours,


John M. Maas
Executive Secretary

JMM/mr

cc: Stuart Blackorby
Representative Quie
Chris Cross
Jack Jennings

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Minnesota School Social Workers' Association

16587 Creekside Lane
Minnetonka, Minnesota 55343

Richard A. Erickson
Executive Secretary
612-833-5287

4253 Sheridan Ave. So.
Minneapolis, Mn. 55410
February 14, 1978

The Honorable Carl D. Perkins, Chairman
House Subcommittee on Elementary,
Secondary, and Vocational Education
Room B-345C, RHOD
House of Representatives
Washington, D.C. 20515

Dear Representative Perkins,

I am writing as president of the Minnesota School Social Workers' Association. Inadvertently, I learned on Thursday, February 9th that there was to be a hearing in Minneapolis on the Elementary and Secondary Education Act on Saturday, February 11, 1978. Molly Freeman, in the Washington office of the National Association of Social Workers, made several inquiries at my request for permission to be present at the hearing. We were told, however, that the schedule was already filled. Therefore, I am submitting to you this written statement, hoping that it will be considered as a part of the testimony received that day.

The Minnesota School Social Workers would like to recommend that the reauthorization of Title I will continue the original purpose of the law: to address the educational needs of disadvantaged children. In addition, we recommend that the law should also clearly define the use of supportive services, including school social work, in meeting those educational needs of disadvantaged students. Clarification of the term supportive services seems indicated in order to help local school districts be aware that success in academic work often requires coordination with social work and other related support services. For example, the student who is chronically absent, is in the process of dropping out of school, or who is unable for social or emotional reasons to benefit from the instructional program may need services from someone such as the school social worker who can work with the child and his family and with the school staff and community resources in order to support that student in the pursuit of his education.

In summary, the Minnesota School Social Workers' Association strongly urges that the role of support services in the ESEA legislation reauthorization be clarified so that state and local educational agencies can choose among the mix of educational and support programs best suited to their particular needs.

Sincerely yours,

Mary Lou Loud

Mary Lou Loud, President
Minnesota School Social Workers' Ass'n.

1488 E. Maryland Avenue
St. Paul, Minnesota 55106
February 2, 1978

Representative Carl D. Perkins
E 346 C Rayburn House Bldg.
Washington, D.C. 20515

Dear Representative Perkins,

As I will be out of town on Saturday, February 11, and unable to speak at the hearing on the Title I Elementary and Secondary Education Act, I am taking this opportunity of conveying some of my feelings regarding the Title I program.

We have put three of our children through 12 years of private education and now have our fourth child in the 6th grade at Blessed Sacrament School. Our last two children have had reading problems. The older of these two is now a sophomore in college and still having problems in reading. The younger one, at his age level, is having much more difficulty than his brother had. For two years we took him to a woman's home for tutoring in reading, and one year a retired Sister tutored him at school. He still needs help and is now being tutored by his teacher after school.

My impression of Title I is a program to help children who have these problems, yet where is the help for my boys? I just feel very strongly that the children with the worst problems should be the ones helped first. I guess I just can't buy the answer that you have to live in the "right" area to qualify for the help. I really don't feel that a child who comes from a "poor area" necessarily means that that child will be a poor learner or a poor reader or anything else. On the other hand, I do not believe that a child who comes from an average or above average income home makes him a good student, a good learner or a good reader. Isn't there some way that all children who need help can get it?

We have paid high taxes all of our lives, a large share of which is spent on education. We are not complaining about not having used the public educational system, and are very happy to have had an opportunity of a choice of educational schooling. All we are asking for is a fairer system of helping all children who need this extra help.

When we first tried to get help for our son, I tried to have him helped by the Title I program, asking to pay for the services that would be given to him. But, of course, this wasn't possible. We just lived in the wrong area and that settled that.

We know how slowly the wheels sometimes turn and realize that there's a good chance that our last child might never be given the opportunity of getting the help that he needs through Title I. But if this situation could be corrected in the future, it would be a wonderful thing for all the coming children who will need this help and who might not get it if this situation was not changed.

Please, please, help the parents of the children who really need help. Our country has always stuck up for the underdog. Doesn't this include ALL of the children who have reading problems?

Sincerely,

Dolores Weinberger
(Mrs.) Dolores Weinberger